

SUSANVILLE GENERAL PLAN 1990-2010



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Chapter 1. Executive Summary

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Chapter 1. Executive Summary

The Susanville General Plan is a comprehensive, integrated, and internally consistent statement of Susanville's development policies for the city and its Sphere of Influence, also called the Planning Area. (For a map of the Planning Area, see Figure 2-2 on page 14.) The General Plan responds to, and its authority derives from, the California Government Code. The Plan addresses the mandated elements of Government Code Section 65302 in the context of the local conditions affecting Susanville. The seven mandated elements are woven through a single document whose chapters address Susanville's specific concerns. Having adopted the General Plan, the City assumes the responsibility to implement it, to report on its continuing status, and to communicate with citizens and other agencies regarding the Plan's policies.

FORMAT OF THE GENERAL PLAN

The Plan has text and maps. The organization of the Plan makes it easy to recognize the interrelationships among issues—and the responses needed to address the problems—facing the City.

Chapter 2 provides an introduction to the City and the planning process. It briefly highlights the city's location and physical setting; paraphrases what this chapter says to explain the nature and purpose of the general plan; briefly lists the legal requirements for general plans as established by the State of California and by case law; describes the process used in preparing the Susanville General Plan; and describes the land areas covered by this Plan.

Chapter 2 also recites how the plan is organized, repeating the text below (beginning with "*THE LAND USE AND CIRCULATION MAP*" on page 2 and ending with the paragraph on "*TECHNICAL APPENDIX*" on page 3). Sections on "*ADMINISTERING THE GENERAL PLAN*" and "*AMENDING THE PLAN*" conclude the chapter, with a table (Figure 2-3 on pages 19–20) that shows where each State-mandated element may be found in this Plan.

Chapters 1 and 2 are introductory and explanatory, and are not adopted as City policy. The same is true of Chapter 10, which lists various financial mechanisms to implement the Plan. Chapters 3 through 9 are adopted, as is the Glossary, Chapter 11.

Beginning with Chapter 3, Land Use, each chapter follows a similar outline. First is a description of the background or existing conditions that are unique to

Susanville within the subject of that chapter (*e.g.*, land use, circulation, economic development, *etc.*). Second is a brief analysis of existing conditions and prospects for growth or change in the community. Third, the goals, policies, and programs that will guide the City's actions on specific subjects during the life of the Plan are presented, grouped under the major issues facing the City.

Some policies and programs require further explanation to clarify intent or to specify details to insure appropriate and timely action. In such cases, explanatory language immediately follows the policy or program statement in this size and style of type. Such explanatory language has the same force and obligation as the policy or program statement it explains.

Maps and other graphic illustrations and their captions, unless otherwise specified in the related text and their titles, are illustrative and are not statements of policy.

The goals, policies, and programs are the heart of the Plan. In following their directives, the City will chart the course of growth and development and will decide the nature of the environment and the future character of Susanville. *Goal, policy, and program* are printed below using the numbering system, and in the same typeface, as they appear in Chapters 3 through 9, and are defined as follows:

Goal 1. A general, overall, and ultimate purpose, aim, or end toward which the City will direct effort.

Policy a. A specific statement of principle or of guiding actions that implies clear commitment but is not mandatory. A general direction that the City chooses to follow in order to meet its goals, before undertaking an action program.

The word "shall" makes mandatory those policies in which it appears.

Action program [1]: An action, activity, or strategy carried out in response to adopted policy to achieve a specific goal.

Policies and programs establish the "who," "how," and "when" for carrying out the "what" and "where" of the goals.

THE LAND USE AND CIRCULATION MAP

Accompanying this text as an integral part of the General Plan is the official Land Use and Circulation map. The map is drawn at a scale of one inch to 800 feet, on a 1988 base map provided by the City. The Land Use map is a requirement of State law and must clearly designate the type of land use—for example, residential, commercial, industrial—for each property covered by the Plan. In addition, the map

and text together must specify the population density at which residential development may occur—that is, the maximum number of dwelling units per acre of land that may be constructed on a piece of property, and in turn, the number of people per acre expected to populate each residential property. In like manner, the map and text together must specify the building intensity at which commercial and industrial development may occur. (The maximum allowable population densities and building intensities are presented in Chapter 3, Land Use, pages 24–34, for each development category shown on the Land Use and Circulation map.)

Other pertinent features of the Land Use and Circulation map include the location of existing and proposed parks, public schools and colleges, flood plains, existing and proposed roadways and the status assigned to them (*i.e.*, bypass, arterial, collector, or local street). Thus, the General Plan Land Use and Circulation map is a graphic depiction of, and sets the course for, the managed growth of the city over the next twenty years.

GLOSSARY

Chapter 11 presents a glossary of terms. Its purposes are to help the reader understand the Plan and to ensure that the terms used in the Plan are clearly defined to establish intent and to prevent misinterpretation. Where the definition of a term is critical to understanding the text, it may also be defined in the body of the text as well as in the glossary.

TECHNICAL APPENDIX

The Technical Appendix contains five Background Reports issued between March and June 1988, and the Draft and Final Environmental Impact Reports (EIRs). Information from the Background Reports—on Community Character, Land Use, Circulation, Economic Development, and Noise—provided three citizens committees with a foundation and framework for formulating the Plan's goals, policies, and programs during the summer and fall of 1988.

The Technical Appendix, while important to an understanding of the General Plan process, is not adopted as policy by the City, nor is it essential to the day-to-day use and implementation of the Plan. Data and highlights from the Background Reports were condensed to provide the introductions and overviews for four chapters of the General Plan. For those reasons, the several reports are bound separately from the Plan. Anyone wishing to review the Technical Appendix may do so at the Community Development and Planning Department in City Hall or at the public library.

CENTRAL GOALS

The major goals of this Plan are grouped and paraphrased, below. Together they set the theme for Susanville's development for the next twenty years.

Chapter 3, Land Use

- Maintain the present "quality of life." Keep Susanville a relatively compact community, surrounded by open space, agriculture, and forest.
- Encourage, but manage, the rate, location, and type of growth so as to promote the orderly and harmonious development of Susanville and its surroundings.
- Work with the County and other service-providing agencies (such as the utility and sewer districts) to encourage annexation of land to the city before urban development can occur.
- Provide for the orderly growth of the Municipal Airport and for the safety of the public and those who live and work in or near the airport.

Chapter 4, Circulation

- Establish a road system that will accommodate future growth, and assure that improvements are synchronized with (and do not lag behind) growth and expansion.
- Establish alternative routes to Main Street, but minimize traffic impacts in residential areas.
- Make Main Street a comfortable and safe street for drivers and pedestrians alike. Make it easy to get to Main Street and Uptown businesses.
- Assure that parking is adequate in all commercial areas.

Chapter 5, Economic Development

- Guide the city's economy in a direction that protects existing businesses while encouraging growth of a kind that will meet the economic needs of the city's residents.

This means overcoming Susanville's location off the main highway routes and its lack of direct access. It also means attracting a variety of new businesses appropriate to Susanville and enhancing the skills and capabilities of the local labor force to work in the new businesses.

- Preserve and protect retail business in Uptown and on Main Street.

The Plan supports increasing the strength of the city's retail base. Uptown retail enterprises benefit from concentration. Browsing is encouraged, which in turn feeds retail business. By keeping the Uptown area well-defined, Susanville can increase the city's and the area's retail vitality.

- Draw visitors to Susanville. Define an appealing, coherent image for the city and strengthen tourism.

Among Susanville's assets are its historic downtown and residential neighborhoods. Historic preservation can go hand-in-hand with promoting tourism and enhancing Uptown's economic viability.

- Assure logical and continuous growth. Among other things, work for City control of the location of the proposed Highway 36 bypass and the use of land adjoining the bypass.

Chapter 6, Community Character

- Preserve and enhance Susanville's visual amenities and environment.

The City officially recognizes that the proximity of vast amounts of open space—and the presence of open space on dominant land features such as the surrounding mountains and hills—is an integral part of Susanville's community character. Every effort will be made to preserve and enhance the views of surrounding lands, hills, and ridges.

- Preserve significant historic buildings and areas.
- Strengthen the city's identity and distinctiveness.
- Preserve and protect all bodies of water in their natural state as open space, habitat, and a resource to be preserved, seen, and used.
- Insure safe and scenic access to the Susan River and Piute Creek. Create a connection between Main Street and the river.

The Susanville River has potential to be a recreational resource, a thriving natural habitat, an element in the open space system, an attractive area for the enjoyment of residents and tourists, and a feature to enhance downtown. The Plan gives river-related objectives and programs a high degree of attention because of the river's potential as a prime community asset.

- Upgrade the quality of existing and future development and assure that new development is attractive.

- Improve the appearance of neighborhoods. Require public sidewalks on all residential and commercial streets.
- Add art in public places.

Chapter 7, Open Space, Parks, Recreation, and Child Care

- Preserve scenic areas, natural habitats, and open spaces within and outside the city.

The City can work with other government agencies to create a system that not only preserves open space, but also ties the open spaces together and connects them to activity centers. Susanville's natural drainage system is a major element of the open space system. Setbacks from waterways could provide a continuous ribbon of open space throughout the community, preserving wildlife habitat, helping in flood control, providing a recreation corridor, and adding scenic value.

- Develop a comprehensive, city-wide trails and paths system.

Susanville has the opportunity to create a complete and highly-used trails and paths system by assuring that new roads and bridges will be designed with walks, trails, and bikeways.

- Provide a variety of leisure, recreation, and cultural opportunities for residents and visitors.

- Parks and open spaces should be accessible, attractive, affordable, safe, and uncrowded. The total park acreage should be increased to meet the community's overall needs, and new parks should be provided in areas of the city that are growing.

Acquisition of new parks should take place at a rate consistent with the growth of new residential development. The City encourages the development of private recreation facilities and the joint public-private development of commercial recreation facilities.

- Park facilities and design should be improved. Opportunities should be sought to install cultural activities in the park system.

- Provide for the community's day care needs.

The City recognizes the need for adequate child care services and facilities. New facilities can be provided through the schools or in conjunction with new development. Ways to make child care more affordable and more accessible will be investigated.

Chapter 8, Housing

The format of this chapter differs from other chapters in the Plan because it follows very specific State guidelines with respect to data to be gathered and examined and subjects to be covered. The goals, policies, and programs focus on three major issues: housing variety, housing opportunity, and housing quality.

- *Variety:* Provide a range of housing types. Preserve and increase the existing supply of rental apartments. Preserve existing mobile home park spaces and provide opportunities for new mobile home parks.

The City is committed to maintaining a range of housing to meet the needs of its citizens at all economic levels. This will be done in part by preserving the existing stock of rental apartments and mobile home park spaces, and by continuing to foster the development of rental and ownership units that can be afforded by Susanville households with a variety of incomes. Higher-value, "executive-type" housing and higher-density "infill" development also are encouraged. The City will periodically conduct an inventory of available residential land to assure that sufficient land exists to meet the wide range of housing needs.

- *Opportunity:* Promote the development of safe, sanitary, and desirable housing for persons of all economic levels. Insure a choice of housing types and locations for all persons regardless of race, sex, cultural origin, age, marital status, or physical handicaps. Provide temporary shelter for the homeless and those in crisis. Provide a choice of affordable housing by location, type, price, and tenure.

- *Quality:* Improve the condition of the city's existing housing. Enhance the residential quality and character of Susanville.

Quality housing is important to the community. The City will strive to improve the condition of existing housing and to enhance the character of Susanville's neighborhoods. To do so, it must maintain adequate urban facilities and services. Thus, the City can be expected to support new residential development only in those areas where adequate City facilities and services are available or will be provided by the new development.

Chapter 9, Community Health, Safety, and Conservation

- Protect and improve the well-being of the Susanville community, including its residents and visitors; maintain their health and safety.

- Strive to prevent loss of life and property due to fire, crime, natural hazards, and exposure to hazardous materials.

The City desires to increase the public's awareness of flood, fire, seismic, and other natural hazards, and of methods to avoid or mitigate the effects of these hazards. To the extent possible, the City will avoid land uses that may result in property damage or that threaten the public safety and well-being (for example, those that use, generate, or transport hazardous materials, pollutants, or noise). The City will identify essential emergency facilities and ensure that they will function if a disaster occurs.

- Provide a consistent supply of high quality water, adequate to meet Susanville's needs.

Conservation of natural resources that contribute to the character of Susanville (creeks, native oaks, marshlands, and other habitats) is an important concept that requires cooperation between the

City and County. The public benefits tangibly from conservation measures that reduce erosion, recycle wastewater, reduce domestic water consumption, and maintain valuable habitats. Energy conservation programs (such as encouraging solar access opportunities in new development and investigating cogeneration potential) help keep money normally spent on utility bills in the local economy.

- Minimize the amount of noise that future development creates and the amount of noise to which the community is exposed. ☐

Chapter 2. Introduction

Susanville (population 7,000 in 1988) incorporated in 1900 as a General Law City and is the County seat of Lassen County (population 25,400 in 1988). Susanville is about 85 miles north-northwest of Reno, Nevada, on the eastern slopes of where the Sierra Nevada and the Cascades mountain ranges meet. Located in the south central part of the county at an elevation (at City Hall) 4,240 feet above sea level, the town straddles the Susan River which flows out of the mountains and drains southeastward into the Honey Lake Valley. (See Figure 2-1, page 10.) Honey Lake is a dry lake, and has no known outlet.

West of Susanville, on both sides of the southeast-draining Susan River, foothills rise nearly 1,000 feet above the river valley to elevations of 5,000 to 5,200 feet. Susanville Peak, $3\frac{1}{2}$ miles due north of the city, is 6,576 feet high. Diamond Mountain, 8 miles south of Susanville, is 7,738 feet above sea level; and Thompson Peak (13 miles southeast of Susanville and 3 miles southwest of Janesville) reaches 7,795 feet. Both Diamond Mountain and Thompson Peak straddle the Lassen County-Plumas County boundary.

State Highway 36 leads west from Susanville to the small towns of Westwood and Chester and to the Central Valley and the city of Red Bluff. A short turn-off northward from Highway 36 leads to Mt. Lassen—a 10,437-foot volcano that last erupted in 1914. The mountain is in Shasta County, six miles from the Lassen County line and approximately 50 air-miles from Susanville. Highway 36 also leads eastward to Highway 395, then south to Reno, about a $1\frac{1}{2}$ hour drive. Eagle Lake, an important sports-fishing and tourist destination, is 23 miles north on State Route 139.

WHAT IS THE GENERAL PLAN?

The General Plan is the City's principal policy document for guiding future conservation and development of the city. It represents an agreement among the citizens of Susanville on basic community values, ideals, and aspirations to govern a shared environment. Its purpose is to bring a deliberate, overall direction to the day-to-day decisions of the City Council, its commissions, and City staff. The Plan—

- Organizes the desires of Susanville residents regarding the physical, social, economic, and environmental character of the city;
- Defines a realistic vision of what the city intends to be 20 years from now; and
- Charts the course of conservation and development that will decide the future character of Susanville and the nature of its environment.

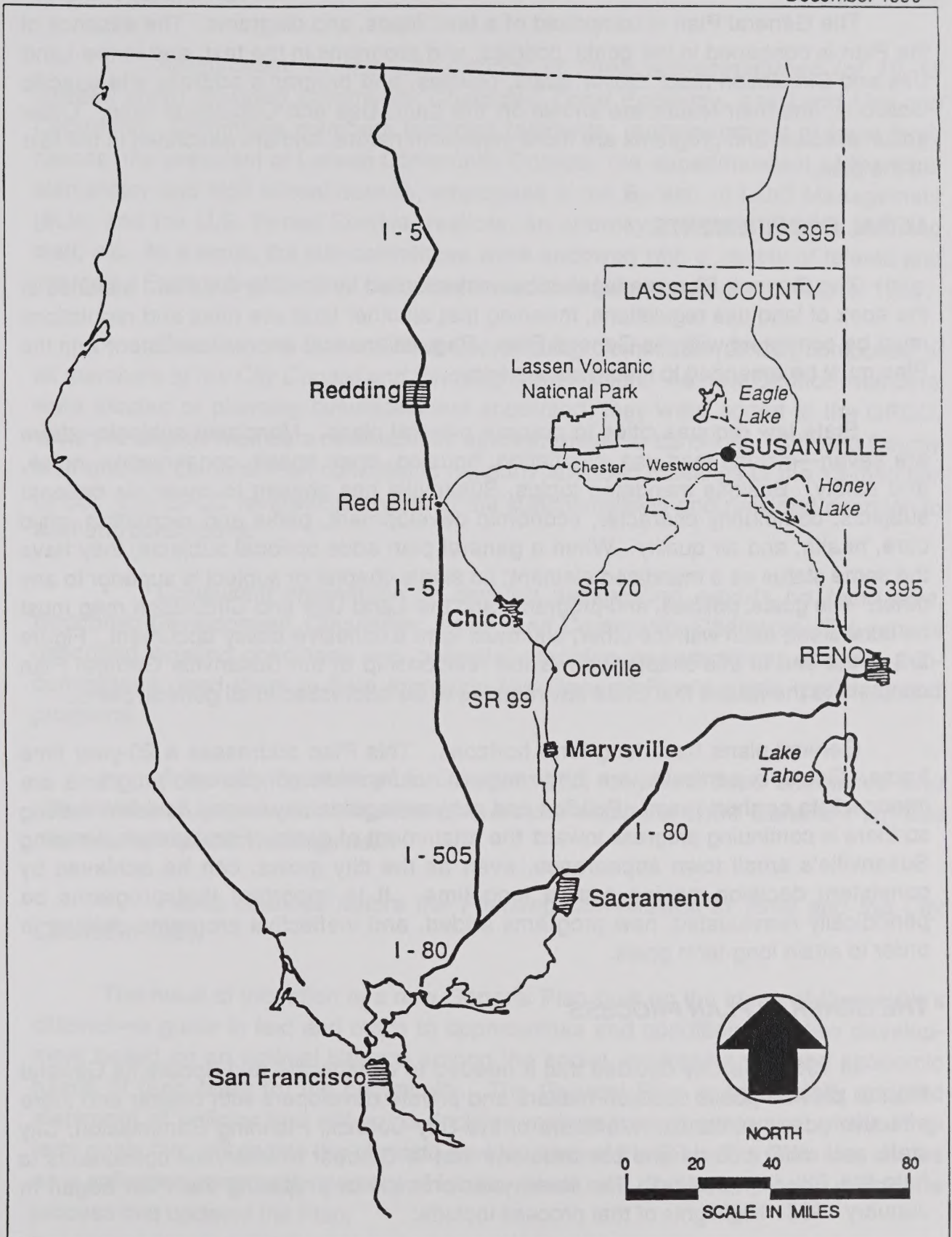


Figure 2-1: Location of Susanville in Northern California

The General Plan is composed of a text, maps, and diagrams. The essence of the Plan is contained in the goals, policies, and programs in the text, and in the Land Use and Circulation map. Some goals, policies, and programs address site-specific locations, and their results are shown on the Land Use and Circulation map. Other goals, policies, and programs are more general in nature, and are described in the text of the plan.

LEGAL REQUIREMENTS

The General Plan is a legal document adopted by the City Council. It stands at the apex of land use regulations, meaning that all other land use rules and regulations must be consistent with the General Plan. Regulations that are not consistent with the Plan must be amended to insure consistency.

State law requires cities to prepare general plans. Mandated subjects—there are seven—include land use, circulation, housing, open space, conservation, noise, and safety. Besides mandated topics, Susanville has chosen to cover six optional subjects: community character, economic development, parks and recreation, child care, health, and air quality. When a general plan adds optional subjects, they have the same status as a mandated element; no single chapter or subject is superior to any other. The goals, policies, and programs and the Land Use and Circulation map must be consistent, each with the other, and must form a cohesive policy document. Figure 2-3 at the end of this chapter shows the relationship of the Susanville General Plan chapters to the issues that State law requires to be addressed in all general plans.

General plans have long-term horizons. This Plan addresses a 20-year time frame. Goals, in particular, are long-range in nature while policies and programs are intermediate or short-range. Policies and programs guide day-to-day decision making so there is continuing progress toward the attainment of goals. For example, keeping Susanville's small town appearance, even as the city grows, can be achieved by consistent decision-making over a long time. It is important that programs be periodically reevaluated, new programs added, and ineffective programs deleted in order to attain long-term goals.

THE GENERAL PLAN PROCESS

In 1987, the City decided that it needed to consolidate and update its General Plan to provide public decision-makers and private developers with clearer and more effective policy guidance. Members of the City Council, Planning Commission, City staff, and other boards and commissions met in October to interview consultants to help the City in the effort. The three-year process of preparing the Plan began in January 1988. Highlights of that process include:

- *Appointment by the City Council of three sub-committees (of 10–15 citizens each) covering Community Character, Local Economy, and Land Use and Circulation.* Committee members included residents, representatives of local businesses, the president of Lassen Community College, the superintendent of the local elementary and high school districts, employees of the Bureau of Land Management (BLM) and the U.S. Forest Service, realtors, an attorney, builders, County planning staff, etc. As a result, the sub-committees were endowed with a variety of talents and interests. Each sub-committee met three to six times between April and August 1988.

- *Creation of a General Plan Coordinating Committee (GPCC) composed of all members of the City Council and Planning Commission.* As new Council members were elected or planning commissioners appointed, they were added to the GPCC, while the original members retained their seats to preserve continuity. City and County staff and the General Plan consultants regularly attended meetings of the 13-member GPCC. The GPCC reviewed the work of the subcommittees and provided direction to staff and consultants.

- *Consultant preparation of detailed background reports on Land Use, Economic Development, Circulation, Noise, and Community Character.* The reports described existing conditions and potential planning opportunities, and the sub-committees used them to help formulate the General Plan's goals, policies, and programs.

- *A two-day "workshop" in October 1988, to review three alternative land use plans and prepare a fourth alternative around which the Draft General Plan was prepared and public hearings held.*

- *Public hearings before the Planning Commission in 1989 and the City Council in 1990.*

The result of this effort is a new General Plan built on the ideas of Susanville's citizens—a guide in text and maps to opportunities and conditions for new development based on an optimal balance among the social, environmental, and economic needs of (and costs to) the community. The General Plan is an officially adopted statement of policies that will guide decision-makers toward attainment of the long-term goals that will decide the physical development of the City. The Plan also serves as a collective community memory of issues raised and directions chosen during the process that updated the Plan.

WHAT THE PLAN COVERS

This Plan supersedes and replaces Susanville's 1973 General Plan (including its Circulation, Open Space, and Recreation Elements); the 1975 Safety, Seismic Safety, and Noise Elements; the 1980 Land Use Element; and the 1985 Housing Element. The Plan covers the approximately 19.5-square mile Sphere of Influence¹ established for Susanville by the Lassen County Local Agency Formation Commission (LAFCo). The Sphere of Influence covers the entire City of Susanville plus the following land sections in southeastern Lassen County: Township 29 North, Range 12 East: Sections 3 (north of the Southern Pacific Railroad), 4 (north of Sierra Road), 5, and 6; Township 30 North, Range 12 East: Sections 17 and 18 (southern half only), 19, 20, 21, 22, 27, 28, 29, and 30; and Township 29 North, Range 11 East, Sections 25, 35, and 36. The Land Use and Circulation map designates land uses for the "urban core"—the non-shaded areas on Figure 2-2, next page.

The County's General Plan and zoning regulates all lands outside the City limits of the City of Susanville. However, State law allows the City to plan for areas outside its immediate jurisdiction, if those areas have a direct relationship to the City's planning needs. Susanville has chosen to make its General Plan coterminous with its Sphere of Influence.

The lands closest to the city but now in the county are likely to be annexed to the city. Until the time of annexation, however, the City must work with the County to assure that County land use decisions within the Susanville Sphere of Influence are compatible with this General Plan.

ORGANIZATION OF THE PLAN

The Plan is made up of text, maps, and other illustrations. The text is arranged in chapters. Starting with Chapter 3, each chapter begins with a description of existing conditions and a discussion of problems. Desired future conditions are stated in the goals, policies, and programs in the remainder of each chapter.

¹ "Sphere of Influence": The probable ultimate physical boundaries and service area of a city or district as approved by the Local Agency Formation Commission (LAFCo) of the County.

The central (unshaded) portion of this map corresponds to the area covered by the Land Use and Circulation Map, in the pocket inside the back cover of this report.

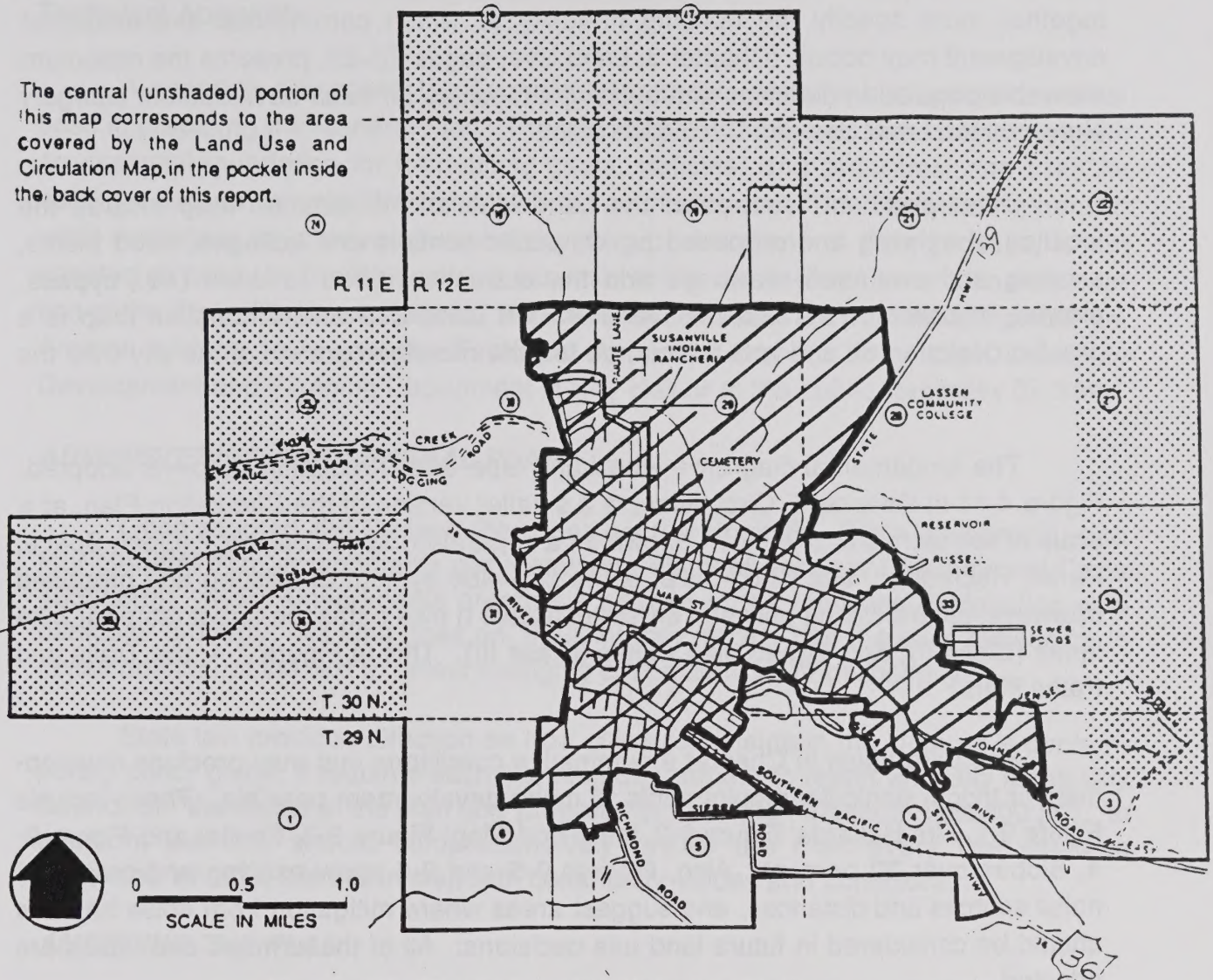


Figure 2-2: The Susanville Sphere of Influence

The General Plan Maps

CITY LIMITS AS OF OCTOBER 1996.



Accompanying this text as an integral part of the General Plan is the official Land Use and Circulation map. The map covers the nine-square mile "urban core" of the Planning Area, and is drawn at a scale of one inch to 800 feet, on a 1988 base map provided by the City. The Land Use Map is a requirement of state law and must clearly designate the type of land use—for example, residential, commercial, industrial—for each property covered by the Plan. In addition, the map and text together must specify the population density at which residential development may occur—that is, the maximum number of dwelling units per acre of land that may be constructed on a piece of property, and in turn, the number of people per acre

expected to populate each residential property. In like manner, the map and text together must specify the building intensity at which commercial and industrial development may occur. (Chapter 3, Land Use, pages 22–26, presents the maximum allowable population densities and building intensities for each development category shown on the Land Use and Circulation map.)

Other pertinent features of the Land Use and Circulation map include the location of existing and proposed parks, public schools and colleges, flood plains, existing and proposed roadways and the status assigned to them (*i.e.*, bypass, arterial, or collector). Thus, the General Plan Land Use and Circulation map is a graphic depiction of, and sets the course for, the managed growth of the city over the next 20 years.

The fundamental diagram²—the Land Use and Circulation map—is adopted. Figure 4-11 in Chapter 4, Circulation, is a smaller version of the Circulation Plan, at a scale of two inches to one mile. Shown on a separate map in Chapter 7 (Open Space, Parks, Recreation, and Child Care) is the city-wide system of existing and proposed bikeways, differentiating between off-street (Class I) bike paths; on-street (striped) bike lanes (Class II); and signed bike routes (Class III). This is Figure 7-4, the Trails and Paths Plan.

Separate maps in Chapter 9 summarize conditions that may preclude development or trigger particular requirements to make development possible. These include Figure 9-1, Fire Hazards; Figure 9-2, the Flood Map; Figure 9-3, Faults; and Figure 9-4, Slopes over 30 percent. Also, Figures 9-5 and 9-6 show existing and projected noise sources and distances, and suggest areas where mitigation from noise hazards should be considered in future land use decisions. All of these maps and tables are adopted.

Glossary

Chapter 11 is a glossary of terms, adopted as part of the Plan. Its purposes are to help the reader understand the Plan and to ensure that the terms used in the Plan are clearly defined to establish intent and to prevent misinterpretation. Where the definition of a term is critical to understanding the text, it may also be defined in the body of the text as well as in the glossary.

² Diagrams are similar to maps but may be more general. The Attorney General in 67 Ops. Cal. Atty. Gen 75 (1984) discussed the difference between the use of the words "map" and "diagram" stating that a "map" refers to preciseness whereas "diagram" represents approximation. In other words, the law does not require specificity as to individual parcels since it refers to diagrams and not maps.

Technical Appendix

A separate document, the Technical Appendix, contains background material used in preparing the General Plan. The reports provided the citizens committees with an essential foundation for formulating goals, policies, and programs, and the City used the reports to write the overviews for each chapter. The Technical Appendix, while important to a thorough understanding of the General Plan process, is not adopted as policy by the City, nor is it essential to the day-to-day use and implementation of the Plan. For those reasons, the information is separate from the adopted Plan. Anyone wishing to review the Technical Appendix may do so at the Community Development and Planning Department in City Hall or at the public library.

ADMINISTERING THE GENERAL PLAN

Once adopted, the General Plan does not remain static. State law permits up to four General Plan amendments per mandatory element per year (Government Code §65358[b]). Most amendments propose a change in the land use designation of a particular property. As time goes on, the City may decide that it also is necessary to revise portions of the text to reflect changing circumstances or philosophy.

State law provides direction on how cities can maintain the plan as a contemporary policy guide: It requires each planning department to report annually to the City Council on "the status of the plan and progress in its implementation" (§65400 [b]). In addition, the City should comprehensively review the Plan every five years to determine whether it is still in step with community values and conditions.

AMENDING THE PLAN

Any citizen wishing to amend the General Plan would follow the procedure generally outlined below. (More detailed information on processing and timing is available from the Community Development Department.)

1. Prior to filing an official application for a General Plan amendment, the prospective applicant or his or her agent should discuss the proposed amendment with the City's Planning Director. This gives the applicant a first-hand opportunity to learn the details of the amendment process and any concerns the City may have about the proposed changes.

2. Should the applicant decide to proceed with an amendment, the next step is to file an official application with the Community Development Department and pay the required processing fees.

All applications requesting a change in land use designation must be accompanied by a development plan of sufficient detail to ascertain the potential impacts of the proposed project on the site and the surrounding area. The Planning Director determines what constitutes "sufficient detail" on a case-by-case basis.

Every General Plan amendment requires environmental review according to the provisions of the California Environmental Quality Act (CEQA).

3. Once an application is submitted, it will be placed on an agenda for public hearing before the City Planning Commission according to the schedule established by the Planning Commission for General Plan amendments. Prior to the Planning Commission hearing, the City, following State Government Code, will provide notice to the public of the hearing date and the item to be discussed. An individual amendment typically requires a legal notice in a legally adjudicated general circulation newspaper and a notice mailed to all property owners within 300 feet of the subject property. (Notices for major amendments affecting the entire community, such as this update of the Plan, are handled differently because of their scale. In such cases, State law provides other methods of notification that do not require notice to be mailed to individual property owners.)

4. Planning Department staff will prepare a report to the Planning Commission for the public hearing, describing in detail the proposed amendment, any environmental or other impacts that may result, and comments from other City departments or affected governmental agencies. The staff report—which is sent to the Commission and the applicant—will advise whether the Commission should recommend the amendment to the City Council for approval or denial. The staff report, comments from the applicant, and other public testimony become factors in the Commission's action.

State law requires that any decision on a General Plan amendment must be supported by findings of fact. These findings are the rationale for making a decision either to approve or deny a project. While specific findings may be applied on a project-by-project basis, at least the following standard findings should be made for each General Plan amendment:

1. The proposed amendment is deemed to be in the public interest.
2. The proposed General Plan amendment is consistent and compatible with the rest of the General Plan and any implementation programs that may be affected.
3. The potential impacts of the proposed amendment have been assessed and have been determined not to be detrimental to the public health, safety, or welfare.

4. The proposed amendment has been processed according to the applicable provisions of the California Government Code and the California Environmental Quality Act (CEQA).

To insure consistency and compatibility with the Plan, amendments initiated by the City or requested by public agencies are subject to the same basic process and requirements described above. This includes appropriate environmental review, public notice, and public hearings leading to official action by Council resolution. ☐

Figure 2-3: Relation of General Plan Chapters to State-Mandated Elements

<u>MANDATED ELEMENTS</u>	GENERAL PLAN	
	Chapter	Pages
LAND USE ELEMENT		
Population Density/Building Intensity	3	25–34
Flood Areas	9	198–200
Land Use Map	3	Pocket
Mineral Resources		
Implementation	3	44–51
CIRCULATION ELEMENT		
Description Existing System	4	53–63
Map of Existing System	4	54
Description of Proposed System	4	64–73
Map of Proposed System	4	65
Utilities	9	184–185, 203–207
Implementation	4, 10	74–82, 221–239
HOUSING ELEMENT		
Needs Assessment, Existing	8	146–153
Needs, Proposed New Construction	8	154–158
Existing/Potential Housing Sites	8	158–163
Map of Housing Sites	8	160–162
Governmental Constraints	8	163–164
Non-Governmental Constraints	8	165
Energy Conservation	8	166
	9	188, 189
Quantified Objectives	8	167–180
Implementation	8	167–180
	10	230–232, 235–239
CONSERVATION ELEMENT		
Water and Rivers/Implementation	6, 9	109–112, 203–207
Forests		
Soils/Implementation	9	208–209
Mineral Resources		
Flood Control/Implementation	9, 10	198–200
		221–230,
		235–236, 240–245

GENERAL PLAN		
<u>MANDATED ELEMENTS</u>	Chapter	Pages
OPEN SPACE ELEMENT		
Description	7	121-122
Trails	6, 7	111-112, 136-138
Implementation	7	122
	10	225, 228-232, 235-236, 240-245
SAFETY ELEMENT		
Seismic Risk/Implementation	9	200-202
Slope Instability/Implementation	9	208-210
Flooding/Implementation	9	198-200
Fire Hazard/Implementation	9	192-195
Emergency Response	9	196-197
Hazardous Materials/Implementation	9	184-185
Implementation	10	221-225, 228, 230-232, 234-245
NOISE ELEMENT		
Noise Sources	9	211-213
Noise Contours	9	214-217
Implementation	9	213, 219-220
	10	221, 227-228, 237-239

Chapter 3. Land Use

BACKGROUND; EXISTING CONDITIONS

This chapter contains goals and policies to guide government decision-making on all matters related to land use. It presents maps, tables, and graphs to assist the reader in understanding how Susanville has grown and why conditions are as they exist today, as well as assessing likely possibilities for future growth and change. It serves as a guide for property owners who want to know what the potential use of their land might be, and it is intended to facilitate the coordination of City land use plans and policies with those of Lassen County, the State of California, and other agencies concerned with land use in the area, such as the Forest Service and the Bureau of Land Management.

Sphere of Influence

Susanville's land use goals and policies apply to areas beyond the City limits, including all land within the City's "Sphere of Influence." "Sphere of Influence" is a concept mandated by State law to allow and encourage cities to effectively manage the nature and rate of their development. The sphere is meant to include all land which may be influenced by—or may influence—the city, but especially those areas in which residents or users of the land may be served by City public works or may use City services and utilities. The City's Sphere of Influence was established, as required by State law, by the Local Agency Formation Commission (LAFCO). See Figure 2-2 on page 14).

The sphere boundaries are not meant to indicate the ultimate boundaries of the city. Rather, they attempt to define an area within which common problems are likely to occur—the solutions to which will be commonly shared and/or become inherited responsibilities—and within which the future citizens and landowners may share mutual interests. Thus, the sphere—or planning area—includes those areas that are currently undergoing development and which have a close physical, social, or economic relationship to the city. Although the sphere encompasses some developments that may never be annexed to the City, the people who live in them will work and shop in Susanville, attend schools here, drive on City streets, and use City cultural and recreational facilities. Therefore, the type, location, and timing of construction that occurs outside the city will influence Susanville's environment—its water quality, air quality, natural resources, and visual character.

The Purpose of Land Use Planning

The primary purpose of land use planning and decision-making is to establish allowable uses for all public and private properties. Any decision to designate, change the designation, or permit new land uses should consider the existing use, if any; the suitability of the new use for the site; the potential impact it may have on other uses that may be permitted in the area; and conversely, the potential impact of surrounding uses on the proposed use.

The Land Use Plan is a map that designates sufficient land in locations suitable for the development of businesses and industry in order to provide employment for residents and revenue for the operation of City government, services, and facilities. In preparing the Land Use Plan map, the needs of the existing and projected population in the planning area for goods and services were considered, as well as which types of commercial activities will be economically feasible.

Chapter 2, Introduction, discussed how the Plan will be administered. It is important to repeat here that applications for amendments to the Land Use map need to be accompanied by development plans of sufficient detail to adequately describe the nature of the use and potential environmental, economic, and traffic impacts.

Early Settlement

The first inhabitants of the region were Indian tribes. Because of Susanville's location between the Great Basin and Sierra Nevada, cultural usage from both areas is believed to have occurred in prehistoric times. Sites associated with pre-historic cultures include permanent habitation areas, seasonal gathering areas, fishing sites, and more specific task sites such as food processing and tool procurement.

Because of the proximity of the Susan River, Honey Lake, and various other creeks, as well as the flat land near these water sources, the Susanville area is considered extremely sensitive for both historic and pre-historic resources.

Archaeological and ethnographic material attest to this area being specifically used for permanent habitation well before the 1850s, with at least three Maidu villages in the Susanville area. In addition, it is believed that the Northern Paiute inhabited the area. Seven archaeological sites within the city limits and another ten within one mile of the city limits have been recorded by the California Archaeological Inventory (CAI).

Recommendations for preservation of archaeological sites and artifacts are found in Chapter 7, Open Space, Parks, Recreation and Child Care, pages 139–140.

GENERAL PLAN TEXT AMENDMENTS

Chapter 3, Land Use

March, 2000

History of Permanent Settlement

In the summer of 1853, Isaac N. Roop, whose property in Shasta City had burned, came alone on horseback to a valley he named the Honey Lake Valley. He claimed a tract of land on part of which Susanville now stands. The river, and afterward the town he laid out, were named for his daughter, Susan.

In 1854, Peter Lassen, and in 1856, Capt. William Weatherlow, came into the valley to mine for gold. Some of the miners claimed land, and by 1857, the permanent settlement of the county began. Taking advantage of the plentiful and nearby forests, Roop built a sawmill on the river, and by 1882, there were six sawmills in the southern part of the county-two of which were just south and west of Susanville.

Susanville was incorporated as a city in 1900. Mercantile business flourished alongside lumber operations with the completion of a branch of the Southern Pacific Railroad into Susanville in 1913. The line ran 106 miles from the main line at Fernley, east of Reno.

In 1916, the present courthouse was built, and the Lassen Memorial Hospital was constructed Just north of the present hospital. Hotel Mt. Lassen opened in 1926.

Shortly after the declaration of World War 11 in December 1941, a 36,000-acre site for the Sierra Army Depot was selected in the southern tip of Lassen County. The Depot was completed in February 1943, and turned over to the Ordnance Department for receipt, storage, and shipment of ammunition.

The California Conservation Center opened at its site east of Johnstonville in February, 1963, and it has had a profound effect on the residential and commercial growth of Susanville. In 1987, the California Correctional Facility (CCF) purchased over \$1,000,000 in supplies and services in Susanville. By 1989, the Center had over 1,000 full-time and 25 part-time employees, half of whom lived within 5 miles of the center of Susanville.¹ The CCF annual payroll was \$35,000,000 in 1988.

Because of regular flooding along the river, Susanville's earliest residential area was built on the high ground now known as Uptown. Originally the center of the town was at Main and Lassen, but the commercial area has now extended eastward along Main Street about a mile.

¹ In December 1989, the California Department of Corrections proposed to expand the facility by an additional 2,200 inmates. The expansion must be approved by the Legislature. Estimates by economic consultants in July, 1990, were that the proposed expansion would add 950 to 1,450 employees, between 1,520 and 2,320 new residents in the county, and 466-710 students in the public schools.

Land Use Categories

All land within the Susanville planning area can be grouped into categories, as shown on the Land Use and Circulation map provided with this report. The land use categories are residential, commercial, industrial, open space and public and government. From these land use categories, land use designations will be shown on the Land Use and Circulation map. There are five residential designations, five commercial designations of which three will be shown on the map and two will be determined by zoning in various locations and there are two industrial designations on the map. The various land use designations are listed below along with their definitions. By law, "standards of population density and building intensity" must be included in the Plan for the various districts and other territory covered by the plan. For residential uses, the densities shown are maximums, and there is no guarantee that any individual project will be able to achieve maximum densities. For the commercial and industrial categories, the specific uses will be determined by the adoption of zoning districts.

The General Plan process has identified that it is important to maintain and improve the quality of life in Susanville as the community grows. Among the amenities that stand out as important to the community are clean air and water, reduced traffic, open space, floodplains, and natural waterways. Their affect on the community's quality of life is manifest throughout the General Plan, but especially in the land use classifications and on the land use map.

All new development is required to comply with the State of California, Planning and Zoning Law, the Subdivision Map Act, any adopted Specific Plan and the California Environmental Quality Act. A new Zoning Ordinance to implement the General Plan shall be adopted and shall be consistent with the general plan and the various land uses authorized by each zoning district shall be compatible with the objectives, policies, general land uses, and programs specified in the plan in accordance with Government Code Section 65860. The General Plan recognizes that any list of uses for a land use category cannot be exhaustive. The number of Zoning Districts will be determined by the decision making body and the specific uses permitted in each zone district must be found consistent with the General Plan by the decision making body.

In addition, four overlay designations are created. These are laid over and modify the underlying or "base" land use classification-adding special requirements (to those areas that are so designated) through design criteria, use restrictions, or other special review.

All projects are subject to CEQA review and all impacts of development will be addressed accordingly. Figure 3-2 on page 35 will be used as a reference in determining potential impacts of new development which will be addressed through the CEQA review process if required.

In summary, the intent of this General Plan is to allow flexibility in regulating land use, as well as in developing the tools to implement the Plan.

Residential

Five residential designations are created by this Plan. The density of single family dwellings is not regulated directly through the land use designation. Instead, overlays will ensure that natural and manmade features that limit development potential will be considered during the review of any development proposal (see pages **33 & 34**).

- ***Single family.*** This designation provides that a minimum lot size for a single family residence is 6000 square feet. The maximum density is (7 DU/ac.) dwelling units per acre. In addition, the city shall allow the installation of manufactured homes certified under the National Manufactured Housing Construction and Safety Standards Act of 1974 on a foundation system, pursuant to Section 18551 of the Health and Safety Code, on lots zoned for conventional single-family residential dwellings unless 10 years have elapsed between the date of the manufacture of the manufactured home and the date of the application for the issuance of a permit to install the manufactured home in the affected zone subject to the provisions as required in Government Code Section 65852.3.

- ***Duplex.*** This designation invites flexibility in site design and type of unit. Single-family homes and duplexes are permitted. The maximum density is (12 DU/ac.) dwelling units per acre.

- ***Duplex and Triplex.*** This designation permits duplexes and triplexes. The maximum density is (12 DU/ac.) dwelling units per acre.

- ***Multiple family.*** This designation permits triplexes and above on the same site, the units may be in the same or in separate buildings. The permitted number of units will vary, depending on the environmental aspects of the area, existing or nearby land use, proximity to major streets, and distance to shopping and parks. The maximum density of 20 (DU/ac.) dwelling units per acre will only be allowed where infrastructure, services, and facilities are available to serve the proposed density.

- ***Mobilehome Parks.*** This designation permits Mobile Home Parks, as defined in Section 18214 of the Health and Safety Code, with a maximum density of (14 DU/ac.) dwelling units per acre. This designation appears on the Land Use Map only where mobilehome parks exist. It is the intent of the General Plan to encourage the construction of new mobile parks in various locations within the City and is consistent with all residential general plan designations. Future Mobilehome Parks shall require a Mobilehome Park (MHP) Zoning District but a general plan amendment is not required, provided the residential densities of the applicable general plan designation are met.

Commercial

Five commercial land use designations are created by this General Plan, although special conditions and impacts allowed in specific areas may result in the need for additional designations within the zoning ordinance. These five designations are Local/Neighborhood, General Commercial/Shopping Center, Mixed Use, Commercial Office and Commercial/Light Industrial. Design review may be required to insure compatibility of all new and remodeled buildings with other (existing) buildings in the surrounding residential and commercial areas. Multiple Family Residential (5 to 20 dwelling units per acre) would be allowed in the General Commercial and Mixed Use designations. The Local/Neighborhood, General Commercial/Shopping Center and Mixed Use land use designations **will be** shown on the General Plan Land Use Map. The Commercial/Light Industrial and the Commercial Office designations **will not** appear on the General Plan Land Use Map but will be implemented by zoning various parcels to either designation. The Commercial/Light Industrial designation is consistent with the General Commercial/Shopping Center and the Light/Business Park land use designations. The Commercial Office designation is consistent with the Local/Neighborhood and the General Commercial/Shopping Center land use designation.

• **Local/Neighborhood.** This designation is proposed for the city's least intensive and smallest-scale neighborhood commercial areas which consist of small clusters of two or more commercial establishments grouped around an intersection which function as a small shopping center with shared off-street parking and access. The primary tenant is normally a convenience market or small grocery store and a variety of small shops providing other retail goods and services. Uses may not be visitor-serving (i.e., attracting tourists and functioning as strip commercial development. For example, motels, service stations and drive-through restaurants are not allowed.) Auto traffic may be generated at low levels, limited to certain hours; permitted uses are not expected to generate truck traffic except for delivery purposes. Hazardous materials may conditionally be allowed to be stored and used in volumes in excess of those found in single-family dwellings, but they may not be generated or created. Uses must be within a building and must be compatible (physically and socially) with the neighborhood. In addition to the uses in the shopping center small business and professional offices may also be permitted on individual parcels or a group of parcels.

• **General Commercial /Shopping Center.** This designation provides a wide range of facilities for the sale of goods and provision of personal services. When applied to shopping centers, the uses are generally conducted within a building but may include outdoor sales related to the principal use. The centers may have a supermarket as an anchor tenant and may also include a department or variety store as an anchor tenants,

designed to function as a commercial shopping center. When applied to other commercial areas and strip commercial along thoroughfares it will permit a variety of commercial uses including outdoor sales and service of autos and boats, fast food and drive-through restaurants or food service, restaurants, offices and uses primarily associated with the provision of finance, insurance, real estate, business services, medical, dental, professional services, service stations, repair of automobiles excluding heavy trucks, rental services, motels, hotels and similar uses. When uses are developed within a shopping center they must be designed to function as a part of the commercial center with shared access and parking etc. Hazardous materials may conditionally be allowed to be stored and used in higher volumes than in the Local/Neighborhood area.

- **Mixed Use.** This designation, which permits a mix of uses, is assigned to the uptown central business area generally located from Nevada Street south to Brashear Street and from Pine Street east to Gay Street north to Mill Street, east to Weatherlow Street and north to the intersection of Nevada Street and Weatherlow Street. The Elks Lodge west of Pine Street will also be included in this designation.

This category recognizes that in the uptown area of Susanville setting the strict segregation of different land use types which is typically found in urban environments is neither necessary nor practical given the existing mix of land uses. At this scale, conflicts which may result from the intermixing of land uses may be addressed in the Zoning Ordinance and City development standards relating to the type of use, screening, setbacks and architectural design. For example several older single family structures have been converted to either commercial or office uses. These converted units are intermingled in blocks where existing single family residential buildings are still occupied.

Residential uses that exist within the MU area as of the effective date of this general plan amendment may be maintained and reconstructed if destroyed but no new single-family residences shall be constructed on vacant parcels. Multiple family residential units are permitted above existing commercial or office uses, the density of said units shall be determined by use permit. Other permitted multi-family residential units that are constructed from the ground up that do not exceed a density of 20 dwelling units per acre are considered consistent. Commercial uses may include local and tourist oriented retail uses, retail stores, service uses, cultural uses, professional office uses and related uses. The range of commercial uses permitted in the MU designation shall be determined by the adoption of a new zoning ordinance to implement this land use designation. This designation shall be shown on the General Plan Land Use Map as Mixed Use (MU).

- **Commercial Office**, This designation provides office space for firms providing administrative, professional, financial services, real estate, insurance and other types of offices. May also include other firms providing computer, reproduction, laboratory testing, and similar services whose operation and scale are compatible with the primary office uses. Small scale retail uses, primarily for use by employees within an office complex, may also be included. For example a pharmacy, coffee shop or cafeteria may be included when a part of a medical or other professional office complex. This category **will not** appear on the General Plan Land Use Map but is consistent with and may be located along arterial or collector streets and in other areas designated on the General Plan Land Use Map as Commercial.
- **Commercial/Light Industrial**, This designation provides for a wide range of goods and services needed by residents and business firms which are inappropriate in other commercial centers due to size or operating characteristics or are not economically feasible in such centers. Uses include sale of construction and building materials, construction equipment, restaurant supplies, autos and trucks. Some light industrial uses may also be permitted including vehicular repair, construction yards, truck terminals, and when found compatible with surrounding uses, fabrication of wood, metal or other materials. This is not intended for typical retail sales found in shopping centers, such as grocery stores, drug stores, etc. This category **will not** appear on the General Plan Land Use Map but is consistent with and may be located in areas designated on the General Plan Land Use Map as General Commercial/Shopping Center or Light /Business Park Industrial.

Industrial

- ***Light Industry, or Business Park***. This designation provides for light industrial uses. Industrial uses are often classified as to "light" or "heavy." These terms are used to distinguish between (1) the greater degree of noise, truck traffic, and outdoor storage associated with general business services and the extractive, manufacturing, processing, repairing, and packaging activities of "heavy" industry, and (2) the less intensive research and development, warehousing, and limited manufacturing activities associated with "light" industry. This designation provides suitable areas for a variety of low-intensity manufacturing, processing, assembly and distribution uses which utilize materials that generally are already in processed form and which do not emit unacceptable or harmful levels of noise, dust, odors, smoke, bright light, vibration or involve dangerous or explosive materials.

The term Business Park includes only light or "low impact" business and office uses that are heavier than those uses typically categorized as "general commercial", and is intended for well-designed, master-planned, campus-type developments. The Commercial/Light Industrial land use designation would be consistent with this designation. A Landscaped buffer zone of at least 100 feet in width is to be provided along the edge of (and on) the industrial parcel wherever the property abuts or is across the street from a property classified for any use other than "industrial or agricultural".

- **Heavy, or General Industry.** This designation includes a variety of heavy industrial uses such as lumber mills, power generators and biomass facilities, concrete producers, and trucking operations. Provides for the intermixing of industrial uses with varying degrees of impacts, scales of operation and service requirements (including rail access). Permits the inclusion of non-industrial uses providing materials and services which are primarily used by industrial uses. A landscaped buffer zone of at least 200 feet in width is to be provided along the edge of (and on) the industrial parcel wherever the property abuts or is across the street from a property classified for any use other than "heavy or general industry or agricultural".

Open Space

- **Resource Conservation.** This designation is designed to protect agricultural uses from neighbors, and sensitive areas (like wetlands and steep slopes) from development; and to ensure that urban development occurs within the central (incorporated) area of Susanville. It is recognized that there are some uses in outlying areas that are not strictly agricultural in nature. As a result, this category (like the others) is designed for flexibility.

- **Parks & Recreation.** This designation includes active and passive parks, athletic fields, trails, and swimming pools. Buildings typically found in this category may include picnic shelters, community centers, or historic railroad depots.

Public & Government

By and large, existing public facilities are classified with a land use designation that reflects their functions, or possible future functions, rather than the governmental status of their occupants. There are exceptions, however, and they are classified as Public by this General Plan and the Land Use Map:

- **Critical Facilities.** Critical facilities that either are publicly-owned and/or operated or serve a universal public need, are designated Public on the Land Use Map. These include schools, fire stations, the hospital, and the sanitary sewer treatment facility.

School needs are outlined later in this chapter on pages 39-40. They allow for flexibility if designated locations must be altered. An additional "conceptual" school site is shown on the Land Use Map in the eastern part of the Planning Area, generally east of

Skyline and north of Johnstonville Road. This category includes all public and private schools, the college, and properties owned by them.

Three fire stations are designated on the Land Use Map and on Figure 9-1 on page 191: (1) the existing station on Main Street near Grand Avenue; (2) north of town on Skyline Drive; and (3) east of town on Skyline Drive. The two Skyline Drive locations are not precise and are shown diagrammatically on the Land Use map as circles. They will encompass up to one acre, and must be located to ensure that all commercial, institutional, and multiple-family residential uses in Susanville are within one-and one-half miles of a station. This will allow Susanville to retain its current ISO fire insurance rating, although one additional station east of SR 139 may be required. Also shown on the map is the California Department of Forestry and Fire Protection station on Highway 36 near Prattville Road.

• **Other Public.** These lands are government-owned. Either the City can not exercise control over them (two Indian Rancherias); or they are expected to remain in County, State or Federal government ownership and operation and can not easily be classified according to the land use designations in this General Plan (County fairgrounds); or the City has no urban plans for them (the BLM property south of Lassen College).

Overlay Districts

Three overlay classifications are created by this General Plan. In areas designated by one or more overlays, specific additional conditions or criteria for development and/or uses must be met.

• **Flood Plain.** This category includes areas subject to inundation in a 100-year storm, as well as all areas within 25 feet of the banks of waterways. In Susanville, these areas are found along Piute Creek, the Susan River, and Jensen and Brockman Sloughs. The channel of a river or other watercourse and the adjacent land areas necessary to discharge the "base flood"---usually called the "floodway"---may not be built upon or used for any purpose other than for parks or open space. By contrast, some development can occur in a flood plain, with restrictions.

In some areas the overlay that applies to the flood plain and waterway is coterminous. There are two purposes for this overlay. The community wants to regulate the way development occurs in the flood plain, first, so that upstream and downstream impacts are minimized, and second, to ensure that surface access is retained. Ultimately, as indicated on the Trails Map in the Circulation Chapter, the City desires to create a network of trails along all waterways. Therefore, the overlay applies to 25 feet on either side of waterway banks, or the flood plain line, whichever distance is greatest. Future development in these areas will require dedication of at least surface rights to a public agency or non-profit organization. The full 25-foot width need not be dedicated. The

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provision of a 25-foot width is to insure the integrity of waterways and to provide room for trails and paths. While the City has an adopted Flood Plain Ordinance, this General Plan adds a requirement of "no net if a filled or elevated pad is created in the flood plain, an equivalent volume of soil must be removed from the flood plain at the same elevations within the flood plain in order to carry out the purpose stated above-to minimize upstream and downstream flooding.

- **Planned Development.** This classification requires that a specific development plan be prepared for a large (usually undeveloped) area prior to any land use approved by the City. The plan would be required to present land use concepts and road systems. It would not qualify as a Specific Plan, which is regulated by State Law, nor would it be an actual subdivision map. Instead, it would allow for consolidated overall project and environmental review.

Where areas under different ownerships abut, the City will attempt to provide guidance and mediation so that plans can be coordinated. It is recognized, however, this will not always be possible. The process for review and approval may be established through design review or zoning. Alternatively, the City may, by ordinance, establish this process to be a part of the environmental review under CEQA, and require a conceptual plan as part of the cumulative impact analysis portion of the environmental documentation.

- **Historic Preservation.** An historic building or site is one which is noteworthy for its significance in local, state, or national history or culture, its architecture or design, or its works of art, memorabilia, or artifacts. The purpose of this overlay district is to preserve historically significant structures and neighborhoods until such time as, and in order to facilitate, restoration and rehabilitation of the building(s) to a former condition. For the most part, this overlay district will be applied to residential and commercial buildings in the Uptown area and the railroad depot neighborhood.

- * **Design Review.** The influence of design review standards on the physical appearance of the city should be consistent with local character and the desire to create an appealing developed environment. Unlike most other land use programs, design review programs deal almost exclusively with design issues involving aesthetics that may include architectural style, building size and dimension, landscaping, color pattern, lighting, signing; and in congested urban settings, how motorized and non-motorized transit modes can be best interlinked. Typical design review programs provide guidance to commercial and industrial development, as well as for large residential projects. General design criteria may be developed for other smaller projects and implemented through various development standards contained in or as a result of the zoning ordinance. If a design review program is well thought-out and allowed to be implemented over time, it has the potential to be one of the most important planning tools to affect the physical appearance and character of a community. Design review zoning should be applied to identify areas where special design considerations are needed to promote a design theme for a community center, large commercial or industrial areas, or for a major highway corridor.

Pages 32, 33 & 34 are intentionally left blank.

CONDITION OR IMPACT	LAND USE CATEGORY									
	RESIDENTIAL		COMMERCIAL Activity			TARGET NEIGH-BORHOOD	INDUSTRIAL	OPEN SPACE		SCHOOLS
	Single Family	Multi-Family	Low	Moderate	High			Resource Conservation	Parks	
TRAFFIC										
Auto	Y	Y	YL	Y	Y	Y	Y	Y	Y	Y
Truck	N	N	X Del. only	X Delivery	Y	Y	Y	X Ag.-rel'd equip.	X Del. only	X Del. only
Frequency	N/A	N/A	Limited	No restraint	No restraint	No restraint	No restraint	N/A	N/A	7AM-7PM
Volume	N/A	N/A	L	M	H	H	H	N/A	N/A	H at times
AIR EMISSIONS (Woodsmoke universally restricted)	N	N	N	X	X	X	Y	N	N	N
HAZARDOUS MATERIALS (in volumes more than that found in typical Single Family Dwelling)	N	N	X	X	Y	X	Y	X	X (Fertilizers)	N
PEDESTRIAN ACTIVITY/ ORIENTATION (in addition to sidewalks)	NR	X	X	Y	X (Motels)	Y	NR	N	Y Neighborhood particularly	Y
NATURAL FEATURES ORIENTATION	Y	Y	Y	Y	Y	Y	No industrial along natural features	Y	Y	Y
NOISE (Exterior Effects)	N	N	X	X	Y	X	Y	X	N	N (Except playground)
STREETS/ TRANSPORTATION	No Additional requirement	Coll., Art. or Hwy.	Coll., Art. or Hwy.	Arterial/ Highway	Arterial/ Highway	N/A	Near/on arterial or Highway	No Restriction	Normally not highway	Coll or art. not highway
SLOPES (No development on slopes >30%)	≤ 30%	≤ 20%	≤ 8%	≤ 8%	≤ 8%	N/A	≤ 8%	N/A	N/A	≤ 8%
FLOODPLAINS/ WATERWAYS	X	X	X	X	N	X	N	Y	Y	N
WETLANDS	N	N	N	N	N	N	N	Y	Y	N
BUFFERS	NR	X	X	X	Y	NR	Y	NR	NR	NR
ODORS (excluding those typically found in Single Family Residential neighborhood)	N	N	X	X	X	X	Y	Y	N	N
EXTERIOR LIGHTING	N	X	X	X	X	X	Y	N	N	NR
NEIGHBORHOOD COMPATIBILITY	Y	Y	Y	Y	Y	NR	N	NR	Y	Y
ENCLOSED IN A BUILDING OR BY A FENCE	Y	Y	Y	Y	X	X	NR	NR	NR	X (Playgrounds)
VISITOR SERVING	N	N	N	Y	Y	Y	N	X	Y	N
GROWTH-INDUCING	N	Y	N	X	N	Y	Y	Conservation inducing		N

KEY: Y = OK N = Not Acceptable NR = Not Required N/A = Not Applicable L = Low M = Moderate X = Conditionally Acceptable or Required H = High

Figure 3-2: Allowable Conditions for Specified Impacts

Description of Existing Residential Areas

"Uptown": The original town—bounded by Pine, North, Weatherlow, and the river—is a mix of commercial, public, and residential uses of various densities. The commercial uses fall mainly between Cottage and Nevada Streets; the balance of the area is residential. Susanville's other residential areas are:

"North and Northwest": This area runs from the back (or north) edge of Main Street's commercial frontage to approximately Fifth Street, between North Mesa Street and Pine; and it extends northwest about two-thirds of a mile between Paiute Lane and Cherry Terrace. This is the largest and most homogeneous of the city's residential areas, uninterrupted by other, incompatible uses. The sub-area east of Ash—on both sides of Main Street, but primarily north of Main—has long been known as "Milwood." Another sub-area is the "Memorial Park District," between Ash and Weatherlow.

"South of Main": Extends east of the high school to Mesa Street, south to the river.

"South of the River": South of the river to the railroad tracks. This includes a sub-area east of Prospect Avenue, with decidedly smaller lots; and another sub-area, east of Alexander Avenue and known as the "Mill District," which is distinguished by three multi-family complexes.

"South": South of the railroad tracks. Smaller lots are the rule east of Richmond Road.

Location of Commercial Uses

Main Street is the spine of the commercial area and of the community as well. Its alignment is only a few degrees off true east-west. The straight stretch of Main Street—from Pine Street on the west to Fair Drive on the east—is a distance of 7,000 feet, roughly $1\frac{1}{3}$ miles. Except for Lassen High School, four other public properties, and a handful of residences, all the uses along Main Street are commercial.

The commercial uses along Main Street fall into four functional and geographic groupings:

- *Between Pine and Union Streets* — primarily retail and office.
- *Between Union Street and Grand Avenue* — on the north side of Main, primarily auto and auto-related.
- *Between Grand Avenue and Fair Drive* — a mix of motels, restaurants, and retail.

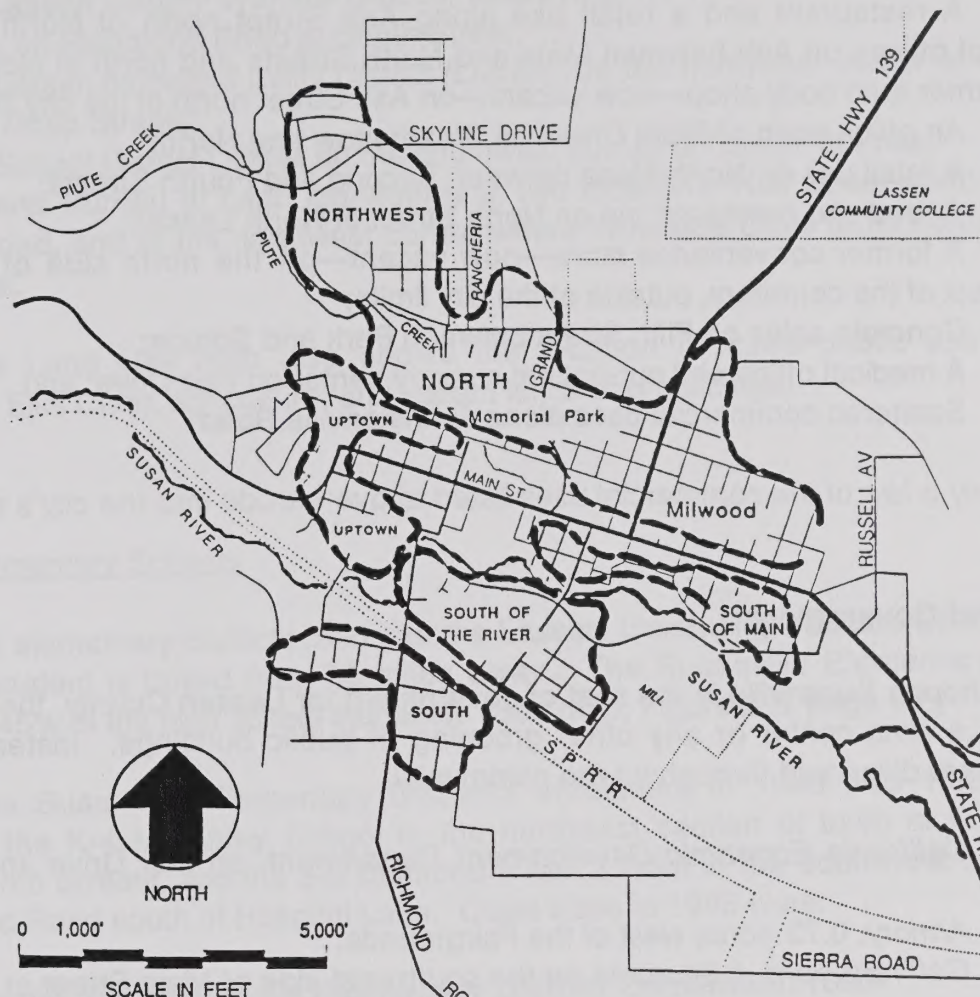


Figure 3-3: Residential Areas in Susanville, 1988

• *Southeast of Fair Drive* — motels and restaurants. This last section is the newest, and provides 208 of the town's 440 motel rooms. (Six of the city's 12 motels are located in this strip.)

Scattered commercial uses are found outside of the Main Street core:

- Two offices on West Street between South Street and the hospital;
- A restaurant, three retail uses, an auto electric shop and a ground floor office in six separate buildings on Richmond Road at the railroad tracks;

- An office and three retail uses on Riverside Drive between Richmond Road and the mill pond;
- A restaurant and a retail use along Ash Street north of North Street, a number of offices on Ash between Main and North Streets and north of North Street, plus a former auto body shop—now vacant—on Ash Street north of the city limits;
- An office north of Piute Creek on Weatherlow and North;
- A retail use on North Mesa between Second and Fourth Streets;
- A “bed and breakfast” inn on North Street at North Lassen;
- A former convenience store—now vacant—on the north side of Chestnut Street, east of the cemetery, outside of the city limits;
- Concrete sales on Fifth Street between Park and Spruce;
- A medical office and out-patient surgery center on Fair Drive; and
- Scattered commercial uses along Johnstonville Road.

Only a few of the commercial uses listed above intrude into the city’s residential areas.

Public and Government

Although Susanville is the seat of government for Lassen County, the city does not have a civic center or any other grouping of public buildings. Instead, public buildings are dispersed throughout the community:

- *California Economic Development Department*, on Fair Drive and Russell Avenue;
- *Armory*, 0.73 acres west of the Fairgrounds;
- *CalTrans yard*, 1.94 acres on the southwest side of Main Street at Riverside Drive;
- *U.S. Forest Service, Lassen National Forest Headquarters*, on the south side of Main Street at Sacramento Street;
- *Police Station*, on the north side of Main Street at Hall;
- *Fire Hall*, on the north side of Main Street opposite Small Street;
- *Veterans’ Building*, on the north side of Main Street opposite Lassen High School;
- *Parks and Recreation Building*, on Weatherlow Street, between Main Street and Memorial Park;
- *County Offices*, north side of Nevada Street, east side of Lassen;
- *City Hall*, 66 North Lassen Street;
- *Susanville Consolidated Sanitary District*, in the Masonic Building north of City Hall, on the west side of Lassen Street, south side of Nevada Street;
- *City Public Works* on South Street, behind the swimming pool;
- *U.S. Postal Service*, Lassen Street across from City Hall;

- *County Courthouse, Jail, and Sheriff's Office* in the block bordered by South Lassen, Court, South Roop, and Mill Streets;
- *Lassen County Welfare Offices*, occupying the former Roosevelt Elementary School, on Richmond Road at South Street;
- *Lassen Municipal Utility District (LMUD)*, on the northwest corner of Cottage and South Roop Streets;
- *School District Offices* on the southwest corner of Cornell at Foss;
- and *Bureau of Land Management*, two locations: Hall Street north of Paul Bunyan Road, and at the northwest corner where Riverside Drive turns north toward Main Street.

The Land Use map also shows the location of quasi-public uses (*e.g.*, churches, Elks Club), agriculture, and vacant lands and buildings.

Schools

Elementary Schools

Six elementary districts feed into the Lassen Union High School District. The farthest student is bused from 70 miles away. The Susanville Elementary District provides 45% of the high school students. (See map, Figure 3-5, page 41.)

The Susanville Elementary District's enrollment in 1988 was 1,200 in two schools: the K-4 McKinley School in the northeast section of town at Fourth and Sacramento Streets, and the 5-8 Diamond View School in the southwest section on Richmond Road south of Hospital Lane. Class sizes in 1988 were:

Figure 3-4: Susanville Elementary District Enrollment, 1988

<u>Grade</u>	<u>Students per class</u>
Kindergarten	31
1-3	28
4-6	29
7-8	30

Growth in elementary school enrollment is 10-20 students per month, half of which comes from the existing community, and half of which comes from growth of the staff at the California Correctional Facility.²

² An expansion of the facility proposed by the California Department of Corrections could add 466-710 students to the public schools between 1990 and 1994. See Footnote 1, page 23.

The Susanville Elementary District can serve to the east and to the south without any expansion of school facilities. If expansion occurs to the north, the district probably will need three new schools in the next 20 years. The district's past and projected enrollment point toward a 3-school configuration of two K-5 schools and one 6-8. Eventually, however, there may be a need for as many as four primary schools—three K-6 schools and one 7-8. The district assumes it will always need more space in the lower grades because of the relative youth of the Correctional Facility staff, which is fairly transient.

The Land Use map shows three primary and two middle schools:

- Three K-5 schools with capacities of 600 students each. Current locations (on Land Use map) are McKinley School (at Fourth and Sacramento Streets), Meadowview School (at Paiute Lane and Meadowview Drive), and the southeast corner (10 acres) at Numa and Skyline.
- Two middle schools are proposed. The existing Diamond View School at Richmond Road south of Hospital Lane, and north of Spring Ridge Drive near Numa.

High Schools

As shown on Figure 3-6, page 42, there are two public high schools—Lassen Union High School and Credence (continuation) High School. Credence is located on the block bounded by Cottage, Weatherlow, Mill, and Gay Streets.

Lassen Union High School is one of the more dominant public features on the south side of Main Street. Enrollment there was 895 in 1988, and the district does not expect enrollment or capacity problems until after the year 2000.

Lassen Union High School has not provided a major focus for the community, except in sports. For example, it does not have an adult education program. (Lassen Community College, a mile northeast of town on Highway 139, provides the equivalent of adult education in art, photography, and basic education.) Either the plans for the new high school or for the re-use of the existing high school should allow for expansion of services in the area of adult education and the provision of meeting rooms for community activities.

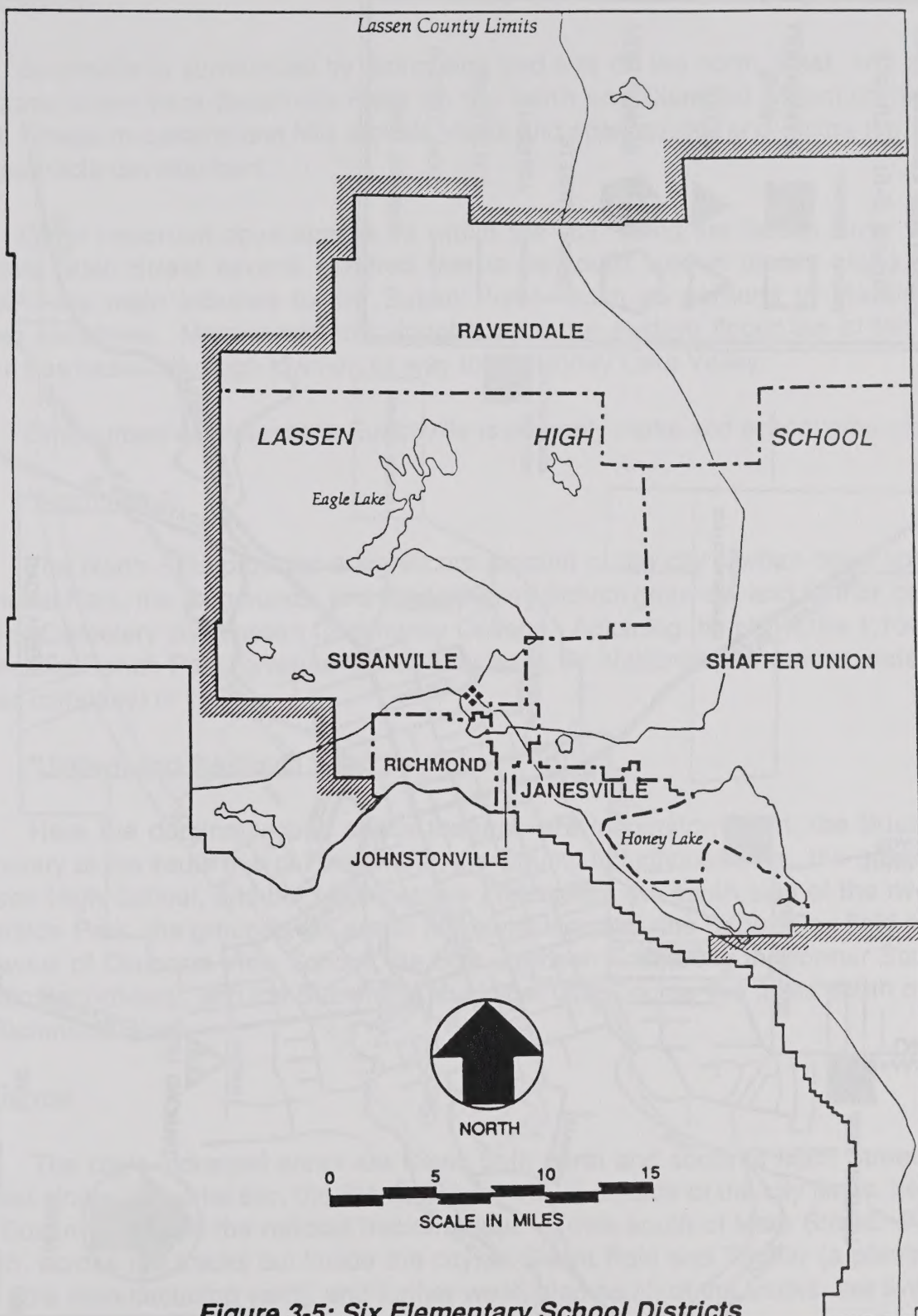


Figure 3-5: Six Elementary School Districts Feed Into the Lassen High School District

SUSANVILLE GENERAL PLAN

Figure 3-6: Schools

- | EXISTING | PROPOSED | |
|----------|----------|------------------|
| | | ELEMENTARY (K-5) |
| | | MIDDLE |
| | | SENIOR HIGH |

EXISTING STREETS

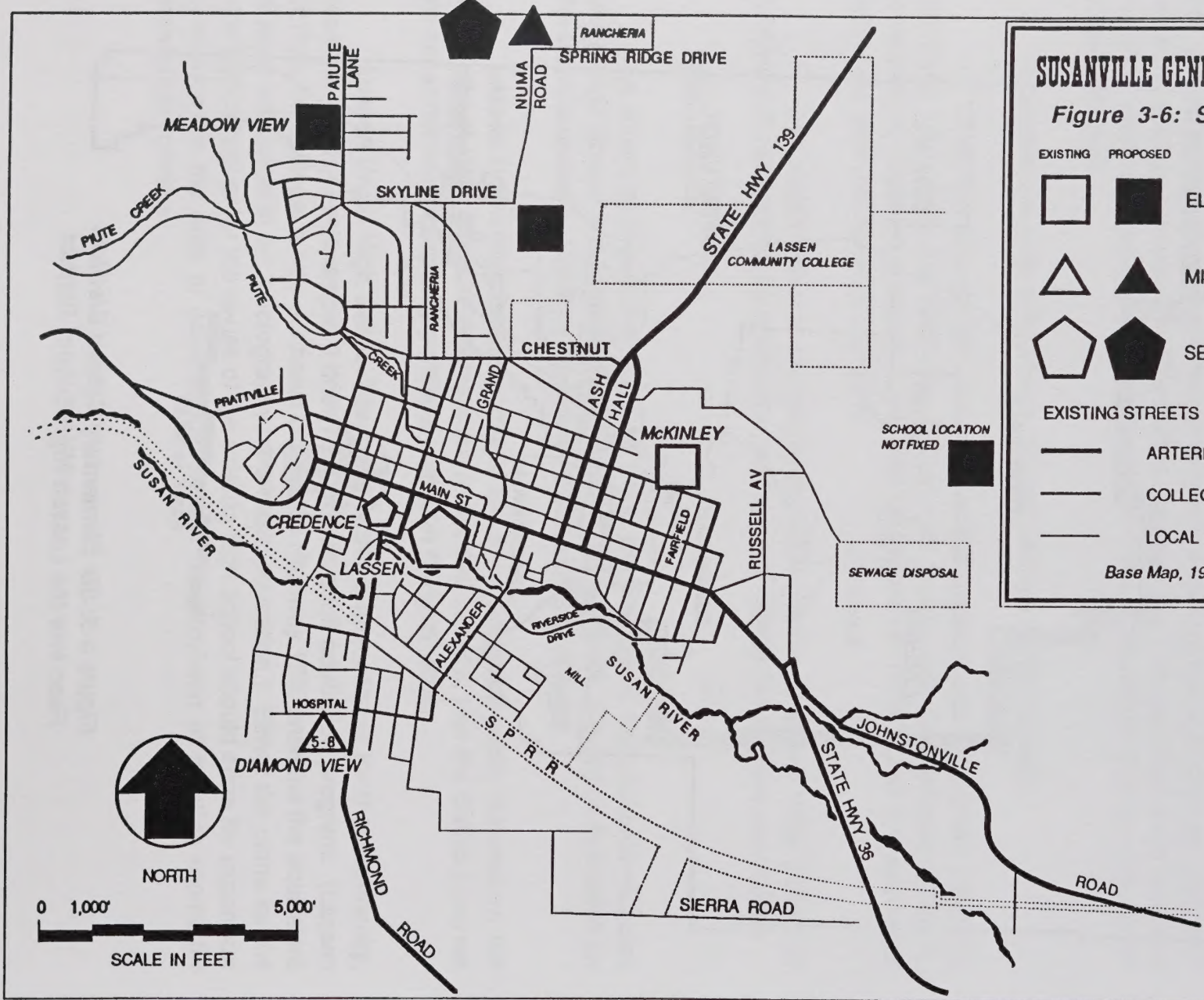
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|--|---------------|
| | ARTERIALS |
| | COLLECTORS |
| | LOCAL STREETS |

Base Map, 1988

SCHOOL LOCATION NOT FIXED



SEWAGE DISPOSAL



NORTH



SCALE IN FEET

Open Space

Susanville is surrounded by mountains and hills on the north, west, and south that come down from Susanville Peak on the north and Diamond Mountain on the south. These mountains and hills provide views and open space, and define the limits of reasonable development.

Other important open spaces lie within the city, along the Susan River which parallels Main Street several hundred feet to its south, and in places along Piute Creek³—the main tributary to the Susan River—such as portions of Marmo and Vallejo Meadows. Marshlands and sloughs mark the eastern floodplain of the river after it has passed through town on its way to the Honey Lake Valley.

Other urban open space in Susanville is primarily parks and school grounds.

"North Side"

The North Side provides a significant amount of the city's urban open space—Memorial Park, the fairgrounds, and the McKinley School grounds, and farther out, the County Cemetery and Lassen Community College. Adjoining the city is the 1,100 acre Susanville Ranch Park, given to the County by C. P. National (the former water and power company) in 1984.

"Uptown and the South Side"

Here the dominant open space features are Inspiration Point, the Susanville Cemetery at the south end of Pine Street, the County Courthouse lawn, the grounds of Lassen High School, and the Little League Fields. On the south side of the river are Riverside Park, the grounds of Lassen Memorial Hospital, the Bobby Sox field next to and west of Diamond View School, the Bizz Johnson Trail along the former Southern Pacific right-of-way, and the Susanville Municipal Golf Course five miles south of town on Richmond Road.

Industrial

The city's industrial areas are found both north and south of Main Street. The largest single industrial site, the Sierra Pacific Mill, is outside of the city limits, between the Susan River and the railroad tracks, about $\frac{1}{3}$ mile south of Main Street. Farther south, across the tracks but inside the city, is Sierra Pole and Timber (a planing mill and pole manufacturing yard), and further west, also south of the tracks, are five "low-

³ In addition to the Northeastern Maidu, the Paiute were among the first Native American settlers in Susanville prior to 1850. Piute Creek and Paiute Lane (although spelled differently) take their names from these early settlers.

impact” industrial uses⁵ and the City and County corporation yards east of West Street between South Street and Hospital Lane.

Other industrial uses—about $\frac{1}{3}$ mile north of Main—include the U.S. Forest Service and BLM corporation yards north of Fifth between Grand and Spruce, two “low-impact” industrial uses (an equipment rental yard on the south side of Chestnut and a truck yard east of the County cemetery), and three heavy industries (the now unused Biomass co-generation facility south of the college, a concrete batch plant at the north end of Hall Street—both on the east side of Route 139—and a lumber mill on Johnstonville Road). Unfortunately, none of the city’s industrial areas enjoy good access to U.S. 395.

The Susanville Municipal Airport is located well south of the City’s Sphere of Influence at Johnstonville, on the east side of Highway 395 at its junction with Highway 36, five miles southeast of Susanville.

LAND USE GOALS, POLICIES, AND PROGRAMS

Goal 1. Maintain the present “quality of life.”

The overriding goal—the reason behind all of the planning for Susanville’s future growth—is to preserve the “quality of life” that Susanville residents now enjoy. The major sections below list the areas of critical concern which are affected by land use decisions, and the goals the City has adopted to deal with those concerns.

SCHOOL SAFETY

Policy a. The City shall allow the siting and development of a senior high school away from Main Street.

The School District plans to relocate the existing senior high school from its site on Main Street to a location off of Main Street. The purpose of the relocation is to reduce the number of vehicle trips and traffic hazards along Main Street associated with the high school. Main Street is on State Route 36, and (as indicated in Figure 3-2 on page 35) schools should not be located on highways.

SPRAWL VERSUS COMPACT DEVELOPMENT

Land use issues in Susanville primarily concern the character and location of future growth, not the rate of growth or the overall amount. Both the rate and amount of growth are difficult to predict accurately. Rather than concentrating on them, the Plan focuses on the “character and location of future growth,” the two most important

⁵ The five are: East of Alexander Avenue—(1) a lumber mill, (2) a beverage distributor, and (3) a road construction and equipment yard; (4) warehouses west of Richmond Road south of the railroad tracks; and (5) a dairy distributor on the east side of Richmond Road south of the city limits.

POLICY LU-1. The General Plan shall contain residential, commercial, mixed use, industrial, open space, public & government land use categories which shall be implemented by the adoption of specific zone districts. Each category may require the adoption of several zone districts, the decision making body shall determine the number of zone districts required and specific uses permitted in each district which shall be found consistent with the General Plan by the decision making body.

aspects. It attempts to establish the best locations for each type of land use, and guidelines for the quality and appearance of development.

Two goals and three policies spell out Susanville's dedication to maintain its small-town personality and charm through careful land use planning:

Goal 2. Keep Susanville relatively compact, surrounded by open space, agriculture, and forest.

Goal 3. Maintain well-defined boundaries at the edge of urban development.

Policy b. It is the policy of the City to discourage urban sprawl.

Policy c. As the City grows, every effort shall be made to keep a wide band of open space at its perimeter.

The Plan calls for compact development around the city to preclude problems of extending expensive roads and utilities, and to preserve as much open space around the city for as long as possible. A fixed greenbelt is not envisioned. In the north, areas over 4,400 feet in elevation can not easily be served with City water without major investment. In any direction, uses that far out will create urban sprawl and work against the central goal of this Plan—maintaining a compact community.

Policy d. Further development in the 100-year flood plain shall be discouraged.

There are two reasons for this policy. The first is that the river and stream beds in the community provide a contrast to urban development, a place of beauty, and a potential rest haven in a growing and more urban environment. Properly planned trails and paths along the stream beds can take bicyclists, equestrians, and hikers to all parts of the community. The second reason is that the filling of the flood plain reduces the potential cross-section available to flood waters, with the potential for slowing or blocking the flow of water and causing increasingly severe flooding upstream that might otherwise not occur if the flood plain were not diminished by development. Therefore, the operating policy in Susanville is "no net fill"; *i.e.*, if a filled or elevated pad is created in the flood plain, an equivalent volume of soil must be removed from the flood plain at the same elevations.

Land that serves as open space, such as agricultural land, can be preserved without the City purchasing full title to the land. Some land already is preserved in this manner by the State Department of Fish and Game, either through conservation easements or outright purchase with a leaseback to the owner requiring the land to be kept open. The City should encourage and work with the Lassen Land and Trails Trust, the BLM, the Forest Service, and the State to purchase conservation easements and lands.

Action program [1]: Those parcels that are undevelopable (e.g., floodways) shall be identified and so designated on the City's plans.

Action program [2]: A conditional use permit shall be required for any development in a flood plain.

Action program [3]: Adopt an open space preservation program that would acquire rights to open space outside the city limits but within the City's sphere of influence.

Action program [4]: Adopt a flood plain preservation program that would acquire development rights in flood plains prior to the City's approving any construction in the flood plain.

GROWTH MANAGEMENT

Are there fears or valid concerns regarding stagnation or a reduction in size of the community? The three General Plan citizen committees explored that question and reviewed the possible trade-offs. That is, if growth is encouraged, what related community objectives would be jeopardized or realized? What would happen in the surrounding unincorporated areas? The same questions were asked and answered if growth were limited. The following goals resulted from that examination:

Goal 4. Encourage but manage growth.

Goal 5. Plan and control the rate, location, and type of growth.

Growth should be managed to achieve a balance between various parts of the city, and between various functions and land uses. Natural and man-made barriers (Susan River, mill ponds, sharp changes in elevation) should be used as boundaries or buffers between incompatible uses.

Goal 6. Promote the orderly and harmonious development of Susanville and its surroundings.

After analyzing the characteristics of Susanville's past growth, the City's consultants in 1988 estimated that the "build-out" population within Susanville's current City Limits will be between 8,700 and 9,265, and these figures could be reached as early as the year 2006 or as late as 2026. A conservative "slow-growth" projection shows that the population within Susanville's current City Limits would reach 7,648 by the year 2000 and 8,181 by the year 2010.

The last decade has seen a shift in residential development from within the Susanville City Limits to the surrounding unincorporated areas. The majority of this outside growth has occurred around the golf course, in the Susan Hills region, and north of the City. Lassen County expects these three areas, currently unincorporated, to continue to harbor the majority of future growth. In 1988, the outlying unincorporated areas, excluding Leavitt Lake, Janesville, and Lake Forest Estates, had an estimated population of 2,398 and a growth rate of approximately five percent per year. This outlying population is expected to reach 3,837 by the year 2000⁶ and 5,039 by the year 2010.

When the potential growth of all of these areas is considered together, the population in the area is likely to grow from an estimated 9,406 in 1988 to somewhere between 12,323 and 13,739 by 2010.

⁶ Source: Lassen County Planning Department, July 26, 1988. An expansion of the California Correctional Facility proposed by the Department of Corrections in December, 1989, could add from 950 to 1,450 employees and from 1,520 to 2,320 new residents in the county between 1990 and 1994. See Footnote 1, page 23.

The conservative, slow-growth projection is summarized, below.

Year:	<u>1995</u>	<u>2000</u>	<u>2005</u>	<u>2010</u>
City Only	7,381	7,648	7,914	8,181
Currently Unincorporated	<u>3,237</u>	<u>3,837</u>	<u>4,438</u>	<u>5,039</u>
Total	10,618	11,485	12,352	13,220

Goal 7. All development shall take place within the City and its sphere of influence, under City standards.

Goal 8. Encourage annexation of lands within the City's sphere of influence that are proposed for urban development.

Policy e. The City will actively seek to annex lands within its sphere of influence that are contiguous to its city limits.

Policy f. The City shall seek to expand its sphere of influence southward and westward.

This is a 20-year Plan. At some time between 1990 and 2010, the City can be expected to expand its urban services and regulatory control to areas now considered to be "out in the country" and which will become of increasing concern to the City. For example, inclusion of the Lake Forest area would be in the interest of protecting Susanville's water supply. When the City does decide to expand its Sphere of Influence, it should plan for the expansion in advance. This General Plan does not.

Policy g. The City shall fully utilize its powers to extend or withhold utilities and services, and shall not extend municipal services to areas outside the city, except upon conformance to the City's General Plan and annexation to the City.

Annexation would give the City control over the location and development standards of new development. These development standards would cover, among other things, the design, width, and construction quality of roads and sidewalks; the installation of utilities; the intensity of land use (how much of a site may be covered by structures); the type of heating systems used in buildings; and the types of uses permitted. Susanville would accommodate future growth by expanding its current city limits—that is, by annexing some of the surrounding unincorporated area—and the City would decide what form the new growth would take: where new commercial and industrial uses would be located, and where new residences could be built. Planning for and managing growth are not expected to limit the type or increase the cost of housing built in and around Susanville.

Policy h. The City shall work with Lassen County and the Susanville Consolidated Sanitary District to establish mutually reinforcing goals of city-centered development to prevent the conversion of rural, agricultural, forest, and open space lands to urban use inside Susanville's sphere of influence but outside its City limits.

Action program [5]: The City will work with the County to promote Susanville's growth and planning objectives within the Susanville sphere of influence.

Policies which were adopted by the County in the "Susanville Vicinity Area Plan" in 1984, allow rural residential and other land uses within the Susanville sphere of influence but outside the city limits. Some of these policies may conflict with the planning goals and policies in this General Plan. It is accepted planning practice in California that general plans should be updated at least every five years; therefore, the City should ask the County to update the "Susanville Vicinity Area Plan" in 1989 to harmonize with the latest policies and programs in Susanville's General Plan.

Action program [6]: Establish a joint powers agreement with the County to control growth within the City's sphere of influence, outside city limits.

Action program [7]: Identify and map those areas that are difficult to develop, and reduce densities in those specific areas where topography, elevation, and or soils indicate technical complexity or substantially higher capital outlay in order for development to occur.

A map which covers Action program 7 may be found in Figure 9-4 on page 210.

Action program [8]: Acquisition shall be used to prohibit development in the 100-year floodplain, where feasible.

Action program [9]: Preservation of agricultural lands within and outside of the city limits shall be encouraged.

The California Land Conservation Act of 1965 (the "Williamson Act") was designed as an incentive to retain prime agricultural land in agricultural use, thereby slowing its conversion to urban and suburban development. Landowners were offered reduced assessments if they agreed not to develop their land for ten years. The lowered assessments were based on the agricultural use of their land—"use value," instead of "market value."

Following the passage of Proposition 13 in 1978, valuation of lands under Williamson Act contracts changed. The substantial tax-break given to real property by "Prop 13" applied to Williamson Act lands exactly as it applied to unrestricted land. The result was a lowering of property tax savings on Williamson Act lands; however, the Williamson Act has been able to remain an important program for city and county farmland protection efforts, primarily because property may not be developed for ten years after it has been withdrawn from a Williamson Act contract.

Action program [10]: Work with the County to establish a formula or method to determine when development should occur inside the City limits through annexation or infill.

Policy i. The City shall ask the County to actively promote open space, forest, and agricultural uses on lands beyond the city limits.

The natural functions of the land around Susanville include agriculture, forestry, wildlife habitat, recreation, scenic areas, and watershed. Those functions can best be preserved by managing growth to control sprawl and by maintaining a visual separation between urban development and the surrounding agricultural and forest areas. Some of the resulting open spaces might be permanent, while others would only be temporary.

Policy j. The City shall encourage industrial expansion in designated areas in the city.

Policy k. Establish neighborhood commercial centers in new residential areas.

Action program [11]: The City shall identify specific growth or redevelopment areas and prepare Specific Plans for them.

Action program [12]: Designate new neighborhood commercial areas on the Land Use map.

Policy l. The City shall educate the citizenry regarding planning procedures and the objectives, benefits, and costs of planning.

The intent is to solidly establish the principle of planning in and for Susanville.

Action program [13]: Provide an annual report on the status of the General Plan to the citizens.

Action program [14]: Develop one or more public information pamphlets explaining submittal requirements and approval processes for rezonings, use permits, variances, design review, etc.

AIRPORT LAND USE⁷

Goal 9. Provide for orderly growth of the Susanville Municipal Airport.

Policy m. The City shall coordinate and work with the County, the Susanville Consolidated Sanitary District, LMUD, and other agencies to protect the viability and growth potential of the airport.

Goal 10. Safeguard the welfare and safety of the public in general, and those who live and work in or near the airport area.

Policy n. The Susanville General Plan supports the policies and guidelines of the Airport Land Use Plan (ALUP) adopted by the Lassen County Airport Land Use Commission (ALUC) including noise, airspace, safety, and referral area policies.

Policy o. The City shall coordinate and work with the County to assure that any future land uses in the airport area shall be compatible with airport use.

⁷ Airport goals, policies, and programs are divided between those related to Land Use (stated here) and those related to Circulation (found at the end of the Circulation chapter).

Land uses shall be consistent with the ALUP including but not limited to prohibition of structures from clear zones, control of structures relative to structure height and coverage, conformity of employee density (as set forth in the ALUP, Table One, found in the Technical Appendix), and insulation of various land uses from airport and aircraft noises as required by Section 7 of the ALUP.

Smoke sources or electronic emissions in the airport vicinity shall be avoided. The joint fire training center adjacent to the airport met FAA requirements for structures and clearances. It will be operated by the Fire Officers' Association, with burning hours and activity limited in accordance with conditions adopted by the County Planning Commission and Board of Supervisors. The fire training center shall be the sole exception allowed to produce smoke under this policy.

Applications for all projects in the areas designated for referral shall be referred to the Airport Land Use Commission of Lassen County, to the City, and to the California Department of Transportation, Division of Aeronautics, for review and comment.

Policy p. Encourage public and private development of hangars according to City specifications.

Action program [15]: ALUP Figure 2, titled "Airport Safety Areas," is hereby made a part of the Safety chapter of this General Plan.

Action program [16]: ALUP Figure 3, titled "Referral Areas," is hereby made a part of this Land Use chapter of the Susanville General Plan.

Action program [17]: ALUP Table One, titled "Land Use Compatibility Guidelines," is hereby made a part of this Land Use chapter of the Susanville General Plan.

Copies of ALUP Figures 2 and 3 and Table One are found in the Technical Appendix.

Policy q. The City shall promote the expansion of the airport both internally and externally.

Action program [18]: Actively pursue development of Runway 7-25.

Action program [19]: Identify and pursue FAA grants for capital improvement and other projects, including but not limited to Runway 7-25.

Action program [20]: Identify and pursue potential users of the airport that could locate at the airport and/or contribute financially to the airport's development, such as the United States Forest Service and the California Department of Corrections.

Action program [21]: Subdivide and develop additional spaces for both public and private hangars built to specific City standards for uniformity.

Action program [22]: Promote and encourage aircraft-related businesses at the airport, such as airframe repairs, engine repairs, avionics shop, paint shop, modification shop, sales, charters, and flight instruction.

Action program [23]: Promote, and work with the County to encourage development of lands surrounding the airport in a manner which (1) would use the airport as an economic asset (such as commercial and industrial development); (2) would have easy access to the airport; and (3) would be carefully restricted in terms of size, location, and occupancy to insure the safety and integrity of the airport, its surroundings, and the users of same.

Action program [24]: Promote the annual "airport day" to become a recognized annual fly-in event.

If feasible, the City and/or County will place restrictions on the development of surrounding lands to provide for the vacancy of such lands and buildings during the one "airport day" per year so that low level aerobatics can be performed.

Policy r. The City shall pursue development of its airport property in a manner that enhances and utilizes airport facilities.

DESCRIPTION OF THE LAND USE MAP

The Land Use and Circulation map was prepared in response to the goals, policies, and programs developed by the General Plan Coordinating Committee and its three subcommittees. Three alternative plans were presented and discussed at a two-day workshop for the committees and the public held at Lassen Community College in October 1988. The three plans represented "existing conditions" (little growth, and no new Highway 36 to bypass Main Street); "new town" (with a northern bypass route, which would establish a new growth center between Skyline Drive and Spring Ridge Road along Highway 139); and "present trends," which allowed for the continued elongation of the Main Street commercial strip southeastward along Highway 36, with a southern bypass along the former Southern Pacific RR right-of-way.

From those plans, a fourth alternative was developed for review at public hearings. The fourth Alternative has these features:

Residential areas will grow to the north as far as Spring Ridge Road, about one mile north of the present city limits. This approximates the 4,400-foot contour. Residential would also extend east across Highway 139 north of the Paul Bunyan Road and the fairgrounds up to the Lassen College athletic fields.

General (heavy) industry would be limited to its present locations at and south of the Sierra Pacific Mill and on the south side of Johnstonville Road and a

location on State Route 139 south of the College. Business Park (or light industry) would center around the present intersection of Johnstonville Road and Highway 36, extending south to Sierra Road on the west side of Highway 36, and north of Johnstonville Road to the present sewage treatment plant.

As of 1990, an application was being processed by Lassen County to convert the Cogeneration Plant at Lassen Community College into a disposal facility for hazardous wastes, including medical wastes. This General Plan and the Land Use and Circulation Map do not take into account nor do they plan for such a facility in that location. If the application is approved, this General Plan will have to re-examine the uses proposed in the areas south and east of the College.

Community (retail) commercial would be concentrated in the Uptown area, in a new neighborhood shopping center on Skyline Drive, and on the west side of Highway 36 from Russell Avenue south to the present McDonald's. Russell Avenue would extend south, crossing Highway 36 at a traffic signal, to Sierra Road, thus forming the west boundary of the new business park.

The existing commercial strip along Main Street would remain, and would be designated **Thoroughfare Commercial** from Weatherlow east. The strip would be broken only where Piute Creek passes under Main Street, to allow for a linear park extension perpendicular to Main Street along the flood plain from Memorial Park to the Susan River.

Existing City and County corporation yards would be moved from their present locations to outlying locations along Sierra Road and south of Johnstonville Road.

A ring-road system will be developed to connect homes in the expanding north to jobs in the south and east sectors. The ring road would follow Skyline Drive east through City-owned property and across Highway 139 south of the College, turning southeast to skirt the east side of the present sewage treatment plant, then south across Johnstonville Road before swinging back to the west to cross Highway 36 and connect with Sierra Road. Sierra Road would tie directly into Alexander, and Alexander would tie directly to Ash Street at Main Street. (This Plan recommends that any bypass built for State Route 36 be sited so as to replace the easternmost mile of Sierra Road.)

In general, the new plan calls for a number of new parks and the enlargement of existing parks and the fairgrounds. These additions are described in greater detail in Chapter 7, Open Space, Parks, Recreation, and Child Care.

As is brought out in the accompanying Environmental Impact Report, the Land Use map provides residential, commercial, and industrial land well in excess of what is likely to be needed or absorbed by the year 2010. □

Chapter 4. Circulation

BACKGROUND

The proposed circulation system is designed to serve the desired pattern and intensity of land uses set forth in Chapter 3. Susanville is served by a few major roadway facilities that provide for the principal traffic movements both through and within the City limits. The most heavily traveled route is Main Street, which is used both for through traffic and local access to retail and employment centers. The proposed circulation system outlined in this chapter is designed—based on the patterns and densities of the Land Use chapter—to permit traffic to choose among several reasonably direct paths to destinations throughout the City.

The Roadway Network

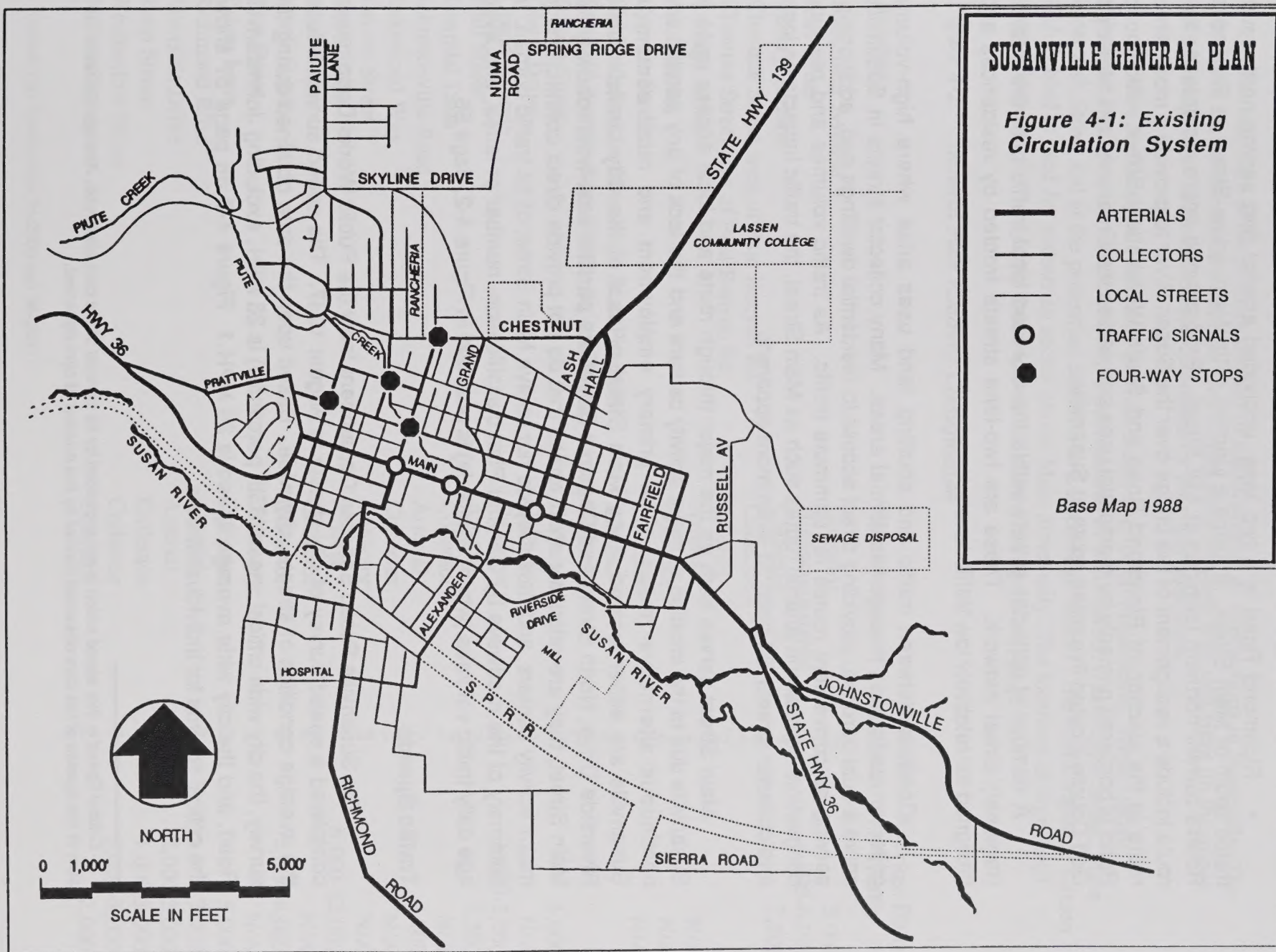
The existing network of major roadways serving Susanville is shown in Figure 4-1, page 54.

Regional roadways affecting travel patterns in Susanville include Main Street (State Route 36), Ash Street (State Route 139), Johnstonville Road (County Route A27), and Richmond Road. All of these arterials have differing characteristics and traffic flows influencing Susanville to varying degrees.

- Main Street is a four lane, undivided, east-west arterial between Pine Street and Alexander Avenue (five lanes with a two-way center left turn lane between Alexander and Johnstonville Road) that serves as the principal access route in Susanville. It is characterized by commercial strip development and high traffic volumes (6,000–25,000 vehicles per day). The section of Main Street west of Pine Street is three lanes, with two westbound (uphill) lanes and one eastbound lane.

- Ash Street is a two lane, undivided north-south arterial that provides access to and from areas north of Susanville. It is bordered mostly by residences, offices, and Lassen Community College. As a rural highway, it extends northwest to the border of Lassen and Modoc Counties.

- Johnstonville Road is a two lane, undivided county road that connects Susanville to rural areas to the east. It also provides the principal access route to and from the California Correctional Center. Outside the City Limits, Johnstonville Road serves as an arterial.



- Richmond Road is a two lane, undivided arterial that serves north-south traffic south of Main Street. It forms a junction with Weatherlow Street at Richmond Road's current northern terminus at Mill Street. Programmed improvements for this route include a realignment of the bridge over the Susan River to provide a more direct route at the junction of Richmond Road and South Weatherlow Street. Richmond Road is bordered primarily by residential uses and serves the Emerson Lake Municipal Golf Course located five miles south of Susanville.

A number of collector streets within the city feed local traffic onto the arterial (regional) street network. These are two-lane streets fronted by residences and designed for relatively low traffic levels.

Conflicts between traffic and abutting land uses arise where high-volume collector roads pass through residential areas. Many collector streets in Susanville serve a dual purpose, providing direct access to residential dwellings and, additionally, serving as convenient routes for commute traffic. As traffic volumes and resulting congestion increase on arterial routes such as Main Street, the traffic impacts on local and collector streets will become even more apparent.

Main Street serves both as the major through route and local access route in Susanville due to the location of major activity centers and the lack of any parallel and continuous alternative routes. The primary employment and retail centers in Susanville are either located along Main Street or east of the City Limits. While Riverside Drive, North Street and Chestnut Street are parallel east-west roadways to Main Street, they are relatively short routes that do not provide direct connections to major activity centers, and thus they do not relieve Main Street of its traffic burden. A summary of the roadways by General Plan classification, number of lanes, and average daily traffic volumes (where available) is provided in Figure 4-2, page 56.

Traffic Speeds

The Susanville Public Services Department (now the Public Works Department) completed a speed survey of city streets in August 1987. The speed survey reflects the average condition of streets, city wide. Based upon the data obtained during the survey, the city wide critical speed (85th percentile) is 28 MPH, excluding Johnstonville Road, and the city wide average speed is 24 MPH.¹ Figure 4-3 on page 57 shows the critical speeds for individual streets.

¹ *Critical Speed* is that speed which is not exceeded by 85 percent of the cars observed. *Average Speed* is the sum of the speeds of the cars observed divided by the number of cars observed.

Traffic Control

The stop sign is the primary method of traffic control at intersections in Susanville. The majority of the intersections within the City Limits are controlled with stop signs on the minor approach(es). Four intersections are controlled by four-way stop signs.

Three traffic signals currently provide access control on Main Street. These signals, maintained by Caltrans, are located at the intersections of Main Street/Weatherlow Street, Main Street/Ash Street and at the pedestrian entrance to Lassen High School. The traffic signal at Lassen High School is used for pedestrian access across Main Street only. The locations of signalized intersections and four-way stop intersections are shown in Figure 4-1, page 54.

Figure 4-2: General Plan Roadway Classification

Roadway	Classification	Number of Lanes	Average Daily Traffic
Alexander Avenue	Collector	2	5,000
Ash Street	Highway/Arterial	2	4,000-6,000
Cherry Terrace	Collector	2	2,500
Chestnut Street west of Paul Bunyan Rd.	Collector	2	
Chestnut Street east of Paul Bunyan Rd.	Arterial	2	
Cottage Street	Arterial	2	N/A
Court Street	Collector	2	N/A
Cypress Street	Collector	2	N/A
Fairfield Avenue from Main St to Fourth St	Arterial	2	
Fairfield Avenue from Fourth St. to Chestnut St.	Collector	2	
Fourth Street	Collector	2	1,000
Glenn Drive	Collector	2	N/A
Grand Avenue	Collector	2	1,000-2,000
Hall Street	Arterial	2	1,500
Hospital Lane	Collector	2	N/A
Johnstonville Road	Arterial	2	4,000
Lakewood Way	Collector	2	N/A
Lassen Street	Collector	2	N/A
Main Street	Arterial	4	6,000-22,000
Mesa Street	Collector	2	N/A
North Street	Collector	2	2,000-4,000
Pine Street	Collector	2	N/A
Paiute Lane	Collector	2	5,000
Richmond Road	Arterial	2	7,000
Riverside Drive	Arterial	2	2,000-3,000
Roop Street	Collector	2	1,000-3,000
Weatherlow Street	Collector	2	3,000-8,000
Willow Street	Collector	2	2,000

Figure 4-3: Traffic Speeds, August 1987

<u>Location</u>	<u>Critical Speed</u>
1. North Street - 1	30 MPH
2. North Street - 2	25 MPH
3. Richmond Road - 1	28 MPH
4. Richmond Road - 2	31 MPH
5. Riverside Drive	29 MPH
6. Alexander Avenue	27 MPH
7. S. Lassen Street	25 MPH
8. Parkdale Avenue	26 MPH
9. Paiute Lane	25 MPH
10. N. Roop Street	25 MPH
11. Cherry Terrace	25 MPH
12. Fifth Street	25 MPH
13. Fourth Street	30 MPH
14. Hall Street	25 MPH
15. Johnstonville Road	38 MPH ²
16. N. Weatherlow Street	26 MPH
City Wide Critical Speed ²	28 MPH
City Wide Average Speed ²	24 MPH

Traffic Volumes

A substantial amount of traffic data has been collected to evaluate present conditions and to assist in the development of priorities for future capital improvements in the community. Historic traffic count data has been provided in Figure 4-2, page 56.

The largest volumes in Susanville occur on Main Street between Ash Street and Johnstonville Road. This traffic is comprised of through traffic, traffic destined for major employment centers east of Susanville, and traffic destined for retail locations along Main Street. As of 1988, these heavy traffic volumes caused delays and queues at the intersection of Main Street/Ash Street during peak periods. In 1989, Caltrans completely rebuilt the base of and repaved Main Street and—in the process—flared (widened) Ash Street at Main to enhance truck turns.

The distribution of traffic over a 24-hour period is a constraining factor on the transportation system. The larger the peaking condition for any given period of time, the greater the demand it places on resources to accommodate traffic flow.

² The City Wide Critical Speed and Average Speed exclude data obtained on Johnstonville Road.

A sample 24-hour traffic profile is provided in Figure 4-4 below for Main Street (at Fairfield). The data show a very balanced flow in both the eastbound and westbound direction throughout the day on Main Street. Two distinct peak periods are evident on this portion of Main Street. The first peak period occurs between 11:00 am and 1:00 pm, generated by peak retail activity along Main Street and by high school students on their lunch hour. The second (and heavier) period of activity on Main Street occurs from 3:00 pm to 5:00 pm, when a combination of retail, employment, and school traffic are present.

Figure 4-4: Average Daily Traffic, Main Street at Fairfield

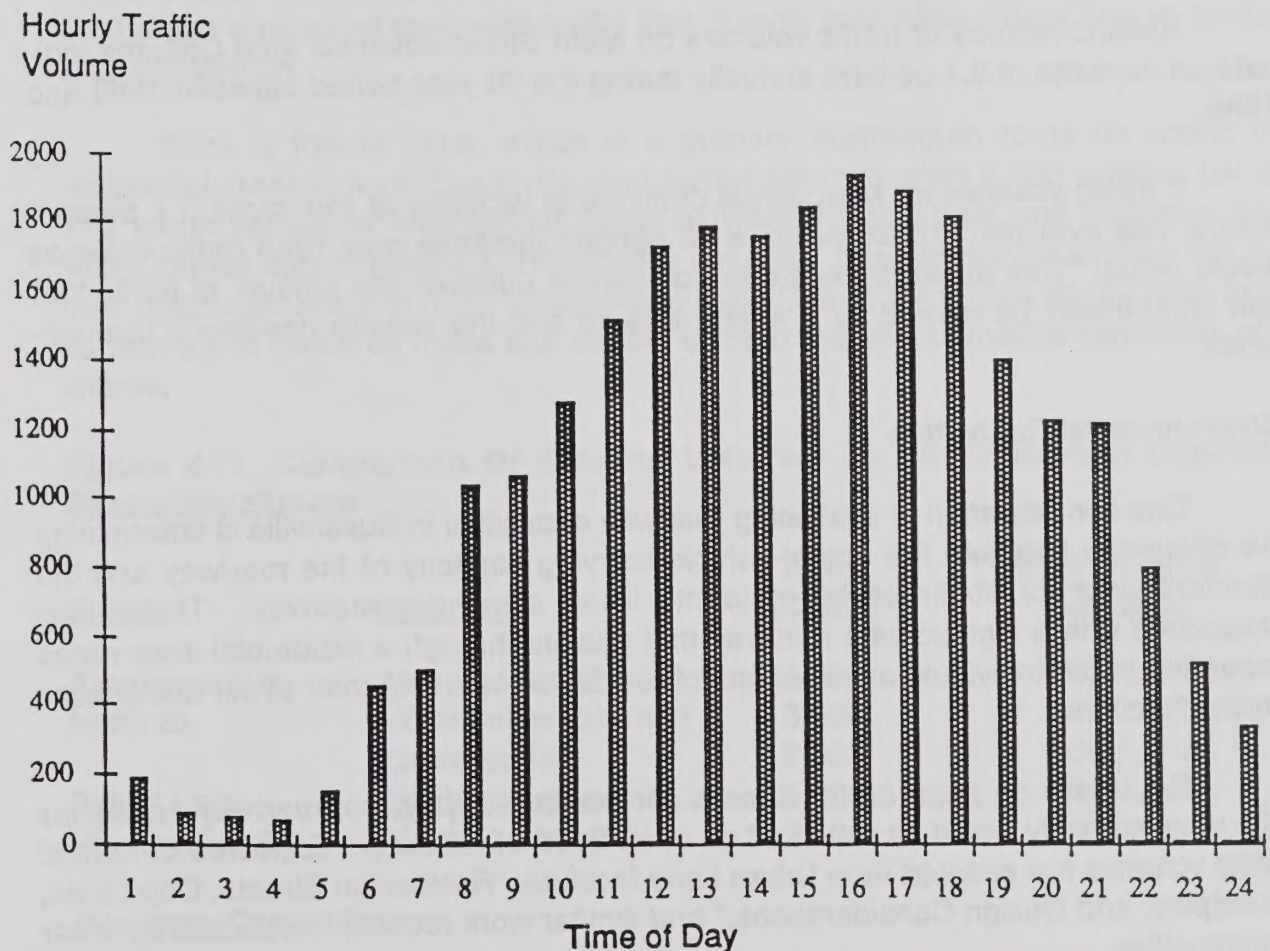


Figure 4-5 on the following page indicates the percentage of peak traffic by time of day for Main Street and Ash Street. The noon peak period represents the highest traffic volumes, ranging from 7.7 percent to 8.7 percent of the 24-hour volume. The evening peak hour (4:00 to 5:00 PM) represents a fairly consistent proportion of the 24-hour volume along the more heavily traveled sections of Main Street and Ash Street.

Figure 4-5: Percent Of Peak Hour Traffic

<u>Street</u>	<u>Section</u>	<u>AM Period</u>	<u>Noon Period</u>	<u>PM Period</u>
Main Street	at Pacific Street	4.9%	8.7%	8.1%
	east/Riverside Drive	4.2%	7.7%	8.3%
Ash Street	at Main Street	5.9%	8.2%	8.3%
	at Lassen College	6.0%	8.4%	7.0%

Traffic Growth

Historic records of traffic volumes on Main Street obtained from Caltrans indicate an increase of 3.1 percent annually during the 20 year period between 1968 and 1988.

If traffic volumes on Main Street continue to increase at the same 3.1 percent annual rate over the next 20 years, a 68 percent increase over 1988 traffic volumes would result. This would represent the difference between the amount of traffic that can comfortably be carried by a 4-lane arterial and the volume needing 6 through-lanes.

Environmental Capacities

One consideration in evaluating roadway capacities in Susanville is determining the difference between the actual vehicle-carrying capacity of the roadway and the "comfort" level as observed by residents living along the roadway. The impact associated with a high-volume roadway that passes through a residential area varies according to the individual expectations of residents regarding their street designation and/or function.

Figure 4-6 on page 60 provides a comparison of physical roadway capacities with what normally would be expected on each class of roadway. Expected or normal traffic volumes are adapted from Urban Land Institute, "Residential Streets, Objectives, Principles, and Design Considerations," and similar work recently conducted by other communities.

A comparison of existing traffic volumes by streets in Figure 4-7, page 60, indicates that the existing level of traffic on secondary streets with residential frontage could be approaching or exceeding local residents' tolerance levels at four locations. One is Alexander Avenue, which—while presently designated as a collector—provides a direct north-south connection to Main Street from areas in south Susanville.

Figure 4-6: Environmental Roadway Capacities

<u>Classification</u>	<u>Physical Capacity</u>	<u>Environmental Capacity</u>
Local	1,500-2,500	0-350
Collector	10,000-13,000	800-3,000
Major Arterial	20,000-35,000	15,000-23,000

Another is the section of North Street between Weatherlow Street and Ash Street which carries 2,900 to 3,900 vehicles per day—a volume that includes a substantial amount of east-west traffic that diverts from Main Street due to areas of local congestion.

Third is Paiute Lane, which is a primary north-south route for traffic from residential areas in north Susanville, and carries approximately 5,000 vehicles per day. The fourth section is Weatherlow Street between North Street and Chestnut Street which carries approximately 3,100 vehicles per day. This roadway is another key route from residential areas in north Susanville to Main Street. As shown on the table below, current traffic levels on these four streets exceed the environmental capacities of the streets.

Figure 4-7: Comparison Of Existing Volumes To Environmental Capacities, Secondary Streets

<u>Street</u>	<u>Segment</u>	<u>Traffic Volume</u>	<u>Environmental Capacity</u>
Alexander Ave.	Main to Riverside	4,800	800-3,000
North St.	Weatherlow to Grand	3,900	800-3,000
	Grand to Ash	2,900	800-3,000
Paiute Lane	Glenn to Lakewood	5,000	800-3,000
Weatherlow St.	North to Chestnut	3,100	800-3,000

Roadway Capacities

Traffic volumes are useful in understanding the general nature of traffic in an area, but by themselves indicate neither the ability of the street network to carry additional traffic nor the quality of service afforded. The concept of "Level of Service" has been developed to subjectively describe traffic performance on roadway segments and at intersections. The primary factor for traffic flows in urbanized areas is traffic control at major intersections.

Figure 4-8 defines the six Level of Service categories, "A" through "F", for signalized intersections. (Intersections are the controlling "bottlenecks" of traffic flow, and the ability of a roadway system to carry traffic efficiently is nearly always diminished in their vicinities.) Levels of Service A, B, and C indicate conditions where traffic can move freely. Levels of Service D and E are progressively worse, similar to conditions in a busy downtown area. Level of Service F indicates a situation where the projected traffic demand exceeds the capacity of the intersection, resulting in long queues and delays for drivers. Levels of Service E and F are generally considered unacceptable.

Figure 4-8: Level of Service Definitions, Signalized Intersections

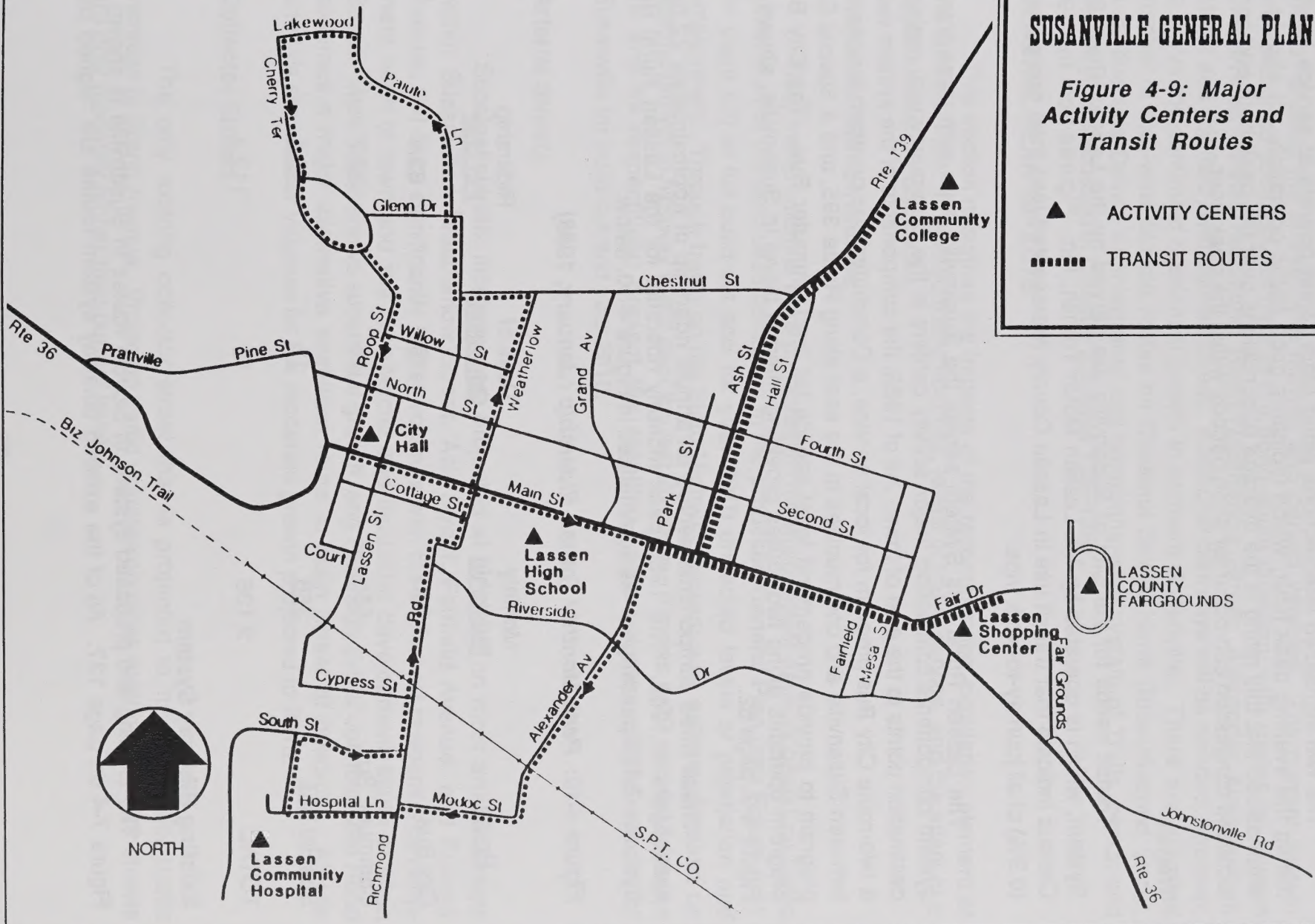
<u>Level of Service</u>	<u>Vehicle Delay (secs.)</u>	<u>Volume to Capacity Ratio</u>	<u>Description</u>
A	≤5.00	0.00-0.59	Free Flow/Insignificant Delays: No approach phase is fully utilized by traffic and no vehicle waits longer than one red indication.
B	5.1-15.0	0.60-0.69	Stable Operation/Minimal Delays: An occasional approach phase is fully utilized. Many drivers begin to feel somewhat restricted within platoons of vehicles.
C	15.1-25.0	0.70-0.79	Stable Operation/Acceptable Delays: Major approach phases fully utilized. Most drivers feel somewhat restricted.
D	25.1-40.0	0.80-0.89	Approaching Unstable/Tolerable Delays: Drivers may have to wait through more than one red signal indication. Queues may develop but dissipate rapidly, without excessive delays.
E	40.1-60.0	0.90-0.99	Unstable Operation/Significant Delays: Volumes at or near capacity. Vehicles may wait though several signal cycles. Long queues form upstream from intersection.
F	≥60.0	N/A	Forced Flow/Excessive Delays: Represents jammed conditions. Intersection operates below capacity with low volumes. Queues may block upstream intersections.

Source: *Highway Capacity Manual*, Transportation Research Board, Special Report No. 209, Washington D.C., 1985.

SUSANVILLE GENERAL PLAN

Figure 4-9: Major Activity Centers and Transit Routes

- ▲ ACTIVITY CENTERS
- TRANSIT ROUTES



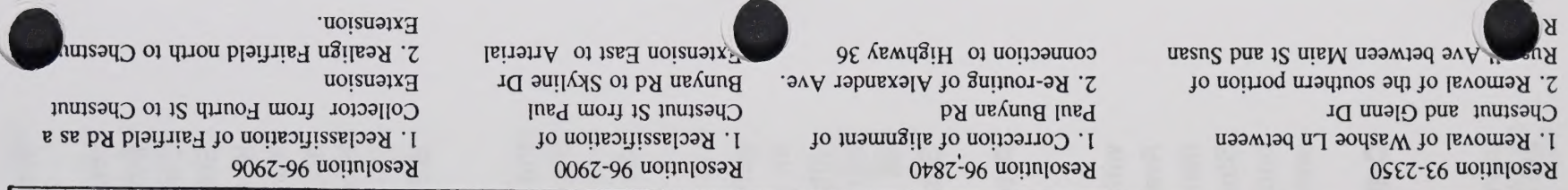


Figure 4-12: General Plan Roadway Average Daily Traffic Volumes

<u>Roadway</u>	<u>General Plan Street Classification</u>	<u>General Plan Build-out ADT</u>	<u>Projected Growth (2010) ADT</u>
Alexander Ave.	Arterial		
Main/Riverside		8,000	5,400
Riverside/Modoc		6,000	4,200
Ash Street	Arterial		
Main/North		12,000	9,600
North/Chestnut		9,000	8,200
Chestnut/Skyline		14,000	8,600
Cherry Terrace	Collector	3,000	3,000
Chestnut Street	Arterial		
Paiute/Weatherlow		4,000	2,700
Weatherlow/Grand		7,000	3,600
Grand/Ash		5,000	2,600
Ash/Fairfield		6,000	1,900
Fairfield/Russell		4,000	1,000
Russell/Skyline		3,000	1,000
Cottage Street	Arterial	N/A	N/A
Court Street	Collector	N/A	N/A
Cypress Street	Collector	N/A	N/A
Fairfield Avenue	Arterial		
Main/Paul Bunyan		8,000	3,200
Paul Bunyan/Chestnut		8,000	3,000
Chestnut/Highway 139		5,000	1,500
Fourth Street	Collector	2,000	1,500
Glenn Drive	Collector	N/A	N/A
Grand Avenue	Collector		
Main/North		5,000	2,800
North/Chestnut		3,000	1,200
Chestnut/Skyline		2,000	1,000

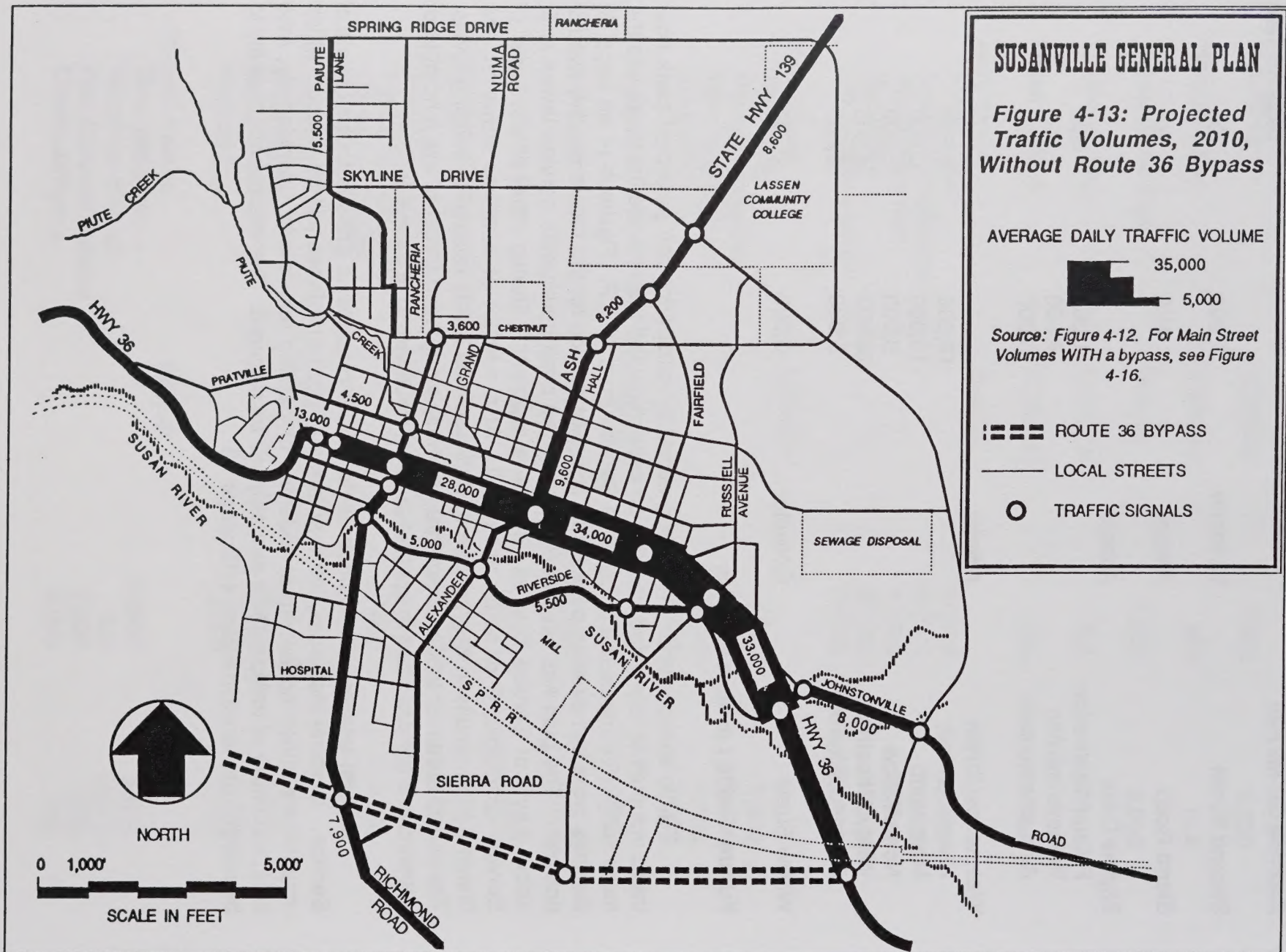
Hall Street	Collector	2,000	2,000
Hospital Lane	Collector	N/A	N/A
Johnstonville Road	Arterial	11,000	8,000
Lakewood Way	Collector	N/A	N/A
Lassen Street	Collector	N/A	N/A
Main Street	Arterial		
Pine/Lassen		17,000	13,000
Lassen/Weatherlow		24,000	21,000
Weatherlow/Ash		30,000	28,000
Ash/Mesa		35,000	34,000
Mesa/Johnstonville		35,000	33,000
North Street	Collector		
Pine/Roop		3,000	2,900
Roop/Weatherlow		5,000	4,500
Weatherlow/Grand		5,000	4,100
Grand/Ash		4,000	3,200
Pine Street	Collector	N/A	N/A
Paiute Lane	Collector	6,000	5,500
Paul Bunyan Road	Collector	3,000	1,500
Richmond Road	Arterial	9,000	7,900
Riverside Drive	Arterial		
Richmond/Alexander		10,000	5,000
Alexander/Russell		10,000	5,500
Roop Street	Collector		
Cottage/Main		4,000	3,500
Main/North		4,000	3,200
North/Willow		3,000	1,000
Russell Avenue	Arterial		
Riverside/Main		13,000	4,000
Main/Paul Bunyan		8,0	3,000
Paul Bunyan/Chestnut		7,000	1,500
Chestnut/Skyline		5,000	700

Second Street	Collector	2,000	1,200
Sierra Road	Arterial	N/A	N/A
Skyline Drive	Arterial		
Paiute/Weatherlow		1,000	500
Weatherlow/Ash		4,000	1,000
Ash/Johnstonville		6,000	1,300
Weatherlow Street	Arterial		
Riverside/Main		13,000	8,500
Main/North		10,000	6,900
North/Willow		9,000	3,900
Willow/Chestnut		10,000	4,400
Chestnut/Skyline		5,000	2,000
Willow Street	Collector	3,000	2,200

Future Traffic Levels of Service

Traffic service levels were determined by comparing the projected peak hour traffic volumes to street and intersection capacities and then translating those into the more subjective measures of Level of Service from A to F. Figure 4-14 on page 72 displays projected evening peak traffic levels of service for the recommended circulation plan. The plan has been designed to keep peak hour traffic service levels at or above Level of Service D at all times and locations. During other times, Level of Service conditions C or better will result. At a number of locations, however, the General Plan results in degradation of traffic service levels relative to existing levels. The critical areas for traffic service are generally along Main Street where a number of intersections are projected to operate at Level of Service D in the peak hour.

Several intersection improvements will be required to provide these Levels of Service. In some instances, left turn lanes or right turn lanes will be needed which may involve either modest street widening or parking restrictions. Additionally, over time, a number of traffic signals probably will be required. The improvements likely to be needed are listed in Figure 4-15, page 72.



Residential Service Levels

Although traffic increases primarily affect the major arterial routes, there will be more traffic on several collector streets that serve residential neighborhoods. With residential frontage, traffic volumes tend to be the more critical measure of acceptability rather than capacity. While collector streets often have capacity for up to 10,000 daily vehicles, limits of acceptance to fronting residences are usually much lower—on the order of 3,000 daily vehicles. It should be noted, however, that several of the existing collector streets already carry 5,000 or more vehicles, which is higher than desirable for residential streets.

Build-out of the General Plan is anticipated to significantly increase traffic volumes on several existing residential arterial streets in Susanville. Notable examples are Weatherlow Street, Ash Street, and Riverside Drive. Several other collector streets are projected to carry between 4,000 and 6,000 vehicles daily.

Bypass

The effect of a new Route 36 bypass was evaluated. A qualitative assessment was made of the traffic entering Susanville on Route 36 and traveling through town without stopping for local services. By 2010, through-trips are expected to account for approximately 7,000 Average Daily Trips (ADT) on Main Street. If 7,000 ADT were removed from Main Street, its Level of Service in 2010 would improve to "C" (see Figure 4-16 on page 73). Traffic on Main Street in 2010 would generally be similar to the traffic experienced in 1988, if a bypass were constructed. Without a bypass, it would be highly desirable to widen Main Street between Ash Street and Johnstonville Road to six lanes before 2010.

The GPCC evaluated a bypass in March 1989, using four questions to focus their discussion: (1) Is an alternative route to Main Street needed today? (2) Are existing Main Street problems being addressed in the General Plan and Land Use and Circulation Map? (3) Will an alternative to Main Street be needed during the 20-year time frame of the General Plan? (4) Where should this alternative route be located (north, south, in town, out-of-town)? The GPCC concluded that alternative routes would be needed in the next five years, and these are shown on the Land Use and Circulation Map. Problems relating to High School traffic will be addressed by proposals to relocate the High School. Much of the truck traffic will be able to use the Cottage/Riverside route, slated for implementation in 1992. And the likely locations for new traffic signals are listed in the Plan.

Nevertheless, an alternative to Main Street should be planned, and the following criteria should be observed:

- (1) The Alternative Route should not bisect the community.
- (2) It should be attractive to and used by truck traffic.
- (3) The integrity of the Bizz Johnson Trail must be maintained.
- (4) Existing levels of noise and natural environment should be maintained in every neighborhood.
- (5) The Route should be located outside the existing urbanized area.
- (6) Access to existing industry is important and should be considered.
- (7) The resulting highway should be aesthetically pleasing as viewed from the community and from the bypass itself.
- (8) Safety is important, and concerns (with respect to existing as well as future industry) must be solved.
- (9) The economic impact on existing community businesses must be considered.

The GPCC concluded that the Alternative Route that best fits these parameters would run from Devil's Corral east, crossing Richmond Road onto Les Allen's ranch, to and along Sierra Road to meet the existing State Route 36 south of the railroad tracks. The eastern segment of that route is shown on the Land Use and Circulation Map.

Even if a complete bypass of Susanville as described in the above paragraph is not constructed, this General Plan provides that the route shown on the map is to be retained for a future arterial between Richmond Road on the west and State Route 36 on the east, for the following reasons: (1) It will provide an alternative route to Main Street. (2) Riverside Drive is the only other continuous east-west route south of Main Street. (3) The arterial is needed to provide access to the south-of-the-river industrial areas, especially from State Route 36.

The location of the bypass on the Land Use map is conceptual and diagrammatic, and recognizes that a process is required to adopt a final route. The conceptual location is consistent with the Economic Development Chapter, including policies regarding seeking future rail users and tourism. Therefore, it is intended that the bypass not be located on the railroad right-of-way. Details—such as a deer migration corridor—must be addressed through the EIR process as would any private sector project.

Figure 4-14: Future Levels of Service, Evening Peak

<u>Intersection</u>	<u>General Plan Build-out</u>	<u>Year 2010 Growth</u>
Ash/Skyline	B	A
Weatherlow/Chestnut	B	A
Ash/Chestnut	C	A
Fairfield/Chestnut	A	A
Russell/Chestnut	A	A
Weatherlow/North	A	A
Grand/North	A	A
Ash/North	A	A
Roop/Main	A	A
Weatherlow/Main	D	B
Ash/Main	D	D
Russell/Main	D	B
Johnstonville/Main	D	C
Skyline/Johnstonville	B	A
Richmond/Riverside	B	A
Alexander/Riverside	C	A

Figure 4-15: Projected Intersection Improvement Needs

<u>Intersection</u>	<u>Approach Improvements</u>	<u>General Plan Build-out</u>	<u>Probable New Traffic Signal</u> <u>Year 2010 Growth</u>
Ash/Skyline		■	
Weatherlow/Chestnut		■	■
Ash/Chestnut	■	■	■
Russell/Chestnut		■	
Weatherlow/North		■	■
Grand/North		■	
Ash/North		■	■
Roop/Main		■	■
Lassen/Main		■	■
Grand/Main		■	■
Fairfield/Main	■	■	■
Russell/Main	■	■	■
Skyline/Johnstonville		■	■
Richmond/Riverside	■	■	■
Alexander/Riverside		■	■
Fairfield/Chestnut		■	
Fairfield/SR 139		■	■

Figure 4-16: Main Street Traffic With Bypass

Average Daily Traffic	General Plan <u>Build-out</u>		Year 2010 <u>Growth</u>	
	Without <u>Bypass</u>	With <u>Bypass</u>	Without <u>Bypass</u>	With <u>Bypass</u>
<u>Main Street</u>				
Pine/Lassen	17,000	10,000	13,000	6,000
Lassen/Weatherlow	24,000	17,000	21,000	14,000
Weatherlow/Ash	30,000	23,000	28,000	21,000
Ash/Mesa	35,000	28,000	34,000	27,000
Mesa/Johnstonville	35,000	28,000	33,000	26,000

Level of Service

Roop/Main	A	A	A	A
Weatherlow/Main	D	C	B	A
Ash/Main	D	C	D	C
Russell/Main	D	C	B	A
Johnstonville/Main	D	C	C	B

GOALS, POLICIES, AND PROGRAMS

The circulation system is designed to serve the arrangement and intensity of land uses, described in Chapter 3, Land Use. Susanville is served by a few major roads that provide for the principal traffic movements both through and within the City limits. The most heavily traveled route is Main Street, which is used both for through traffic and for local access to retail and employment centers. The circulation system is designed to permit traffic to choose reasonably direct paths to destinations throughout the City. The goals set forth below will lead to the development of the street system needed.

ALTERNATIVES TO MAIN STREET

Goal 1. Establish a circulation system that will accommodate future growth.

Policy a. The City shall adopt a street plan which designates primary and secondary routes.

A hierarchy of streets under four main categories of circulation through and within the community is provided as follows:

Expressway: Regional traffic carrier, usually with controlled (no direct) access except at intersections which are signalized or grade-separated. The potential Highway 36 bypass is an example of this type of facility.

Arterial Street: A major roadway that provides both intra-community travel and through traffic to the county-wide highway system. It provides access to collectors, to some local streets, and to major traffic generators, and usually has two to four through-lanes. Examples of arterials are Main Street, Richmond, and Johnstonville Roads.

Collector Street: A secondary facility that serves local and through traffic. It connects local streets with arterials and also provides access to adjacent land uses. Collectors normally have two through-lanes. An example of a collector is North Street.

Local Street: A local serving facility designated for access to residential areas. It usually has two lanes with on-street parking, driveway access, and low traffic volumes. Local streets are all streets not identified as expressways, arterials, or collectors.

Figure 4-1, Existing Circulation Network, shows existing streets classified as arterial, collector, and local. The Proposed Circulation Plan, Figure 4-11 on page 65, is designed to serve land areas that are currently developed as well as land areas that are not currently developed. Within the existing developed area, Figure 4-11 identifies classifications and standards for some streets already in existence. In many cases, the streets are already developed to the needed standards; whereas in other cases, public works improvement projects will be required to satisfy future traffic demands on streets which are adequate for today's needs.

The purpose of identifying arterials and collectors in outlying undeveloped areas is to lay the foundation and the principles for a circulation plan that will serve the future land use if, when, and as development occurs. The circulation network in the undeveloped area is thus intended to let both the future developers of the land and the present and future residents of the City understand the parameters of the circulation network as it will exist in the future.

Action program [1]: Figure 4-11, the Proposed Circulation Plan of the City of Susanville, is hereby adopted as part of the General Plan.

Goal 2. Establish alternative routes to Main Street.

Policy b. The City shall work with the County and Caltrans to identify one or more alternative routes to Main Street.

Traffic growth has averaged 3.1 percent per year on Main Street over the twenty years between 1968 and 1988. This has led to an increase in delays and difficulty for autos and pedestrians wishing to cross Main Street. Continued use of Main Street for through traffic and for truck traffic will further increase congestion and delays.

Action program [2]: Improve the connection of Cottage, South Weatherlow, Richmond, and Riverside Drive to serve as an alternative route to Main Street.

This alternate route will be enhanced with the reconstruction of the Richmond Bridge across the Susan River, scheduled for completion in 1992.

Action program [3]: Develop City-owned alleys and adjacent land as necessary to create a one-way driveway parallel to and north of Main Street that will provide access to the north side of the Veterans Memorial Building and the south side of Memorial Park, and to new parking areas for both facilities.

The one-way alley would be entered just east of the former Taco Den. The exit would be one property west of the Sierra Vista motel.

Action program [4]: Work with the County and Caltrans to promote a Route 36 Bypass of Susanville from Devil's Corral east, crossing Richmond Road onto Les Allen's ranch, to and along Sierra Road to meet the existing State Route 36 south of the railroad tracks.

Ultimately the City must look to some form of highway bypass to relieve the traffic congestion on Main Street. Whether that bypass is a freeway or expressway, the decision will require the collective input of numerous agencies and interested citizens. However, several guidelines should be followed. These are listed on page 71.

A major element in improving traffic on Main Street is the removal of most of the truck traffic (which amounted to 7–15 percent of all traffic in 1988). In addition, highway traffic desiring to go through Susanville without stopping should be encouraged to bypass Main Street. For example, the development of Skyline Drive below the College—to the east and south to connect Highway 139 directly to Highway 36—will provide a bypass opportunity for some of the north-south through traffic. However, traffic which currently provides economic benefits to the merchants along Main Street should

be encouraged to continue on Main Street or to return from the bypass through appropriate "gateway" entrances to the City.

TRAFFIC CAPACITY

Goal 3. Provide a roadway system with adequate capacity to serve the City's future needs.

Goal 4. Assure that needed street improvements are synchronized with growth and expansion.

Policy c. The City shall require traffic impact studies for all new developments, and shall urge the County to do the same.

Action program [5]: Traffic impact studies will be made by the City. Their cost will be paid by developers commensurate with the size or nature of the development.

Identification of specific improvements should be based on detailed traffic studies. Improvements may include intersection-approach lane expansion, related channelization improvements, added street signage, and traffic signal installations.

Policy d. The City shall require developers (as defined in the Glossary) to make road improvements based on impacts generated by their developments and on capacity standards for new and existing streets, prior to development.

Action program [6]: Develop standards for acceptable levels of service on streets and roads.

Action program [7]: Require developers to provide adequate street and facility improvements commensurate with development impacts.

Action program [8]: Enact an ordinance requiring developers to pay their proportionate share of street improvements and traffic management systems, both on- and off-site.

It is common practice for California cities and counties to collect mitigation fees to meet anticipated costs for roadway improvements in the vicinity of new developments. In 1988, the Legislature passed AB 1600 (Government Code Section 66000, *et seq.*), which requires local governments to justify impact fees—including those used to pay for traffic improvements—as being directly and proportionally related to the impact caused by the project and the fee to be paid for the traffic improvements.

Action program [9]: Identify future transportation network needs based on area "build-out" and "background" through-traffic needs. Develop programs to ensure funding of future transportation network needs.

The City will explore implementation mechanisms such as (1) a city wide assessment district and (2) a redevelopment agency and program to augment road improvements made by developers.

Action program [10]: Establish a capital improvements program to implement identified short- and long-term circulation needs.

Policy e. The City shall reserve rights-of-way for future roadway alignments, and shall ask the County to do the same.

Rights-of-way may be reserved on general and specific plans without such reservations constituting a "taking" of private property by "inverse condemnation." California law requires cities to adopt general plans (including specific plans), and further authorizes general plan revisions. Planning is distinguished as a long range, comprehensive policy statement of a community's physical development. The California Supreme Court noted in *Selby Realty Co. v. County of Sacramento* (10 Cal 3d at 119, 109 Cal Rptr. at 805, 1973) that long range planning is, by its nature, tentative, and its adoption "several leagues short" of an intention to condemn property. Adoption of a land use plan is clearly not enough to constitute an implied taking.³

Rights-of-way should be reserved with at least the following minimum widths:

Typical 2-lane collector: 60 feet.

2-lane collector with Class I Bikeway: 75 feet. This allows for a 40-foot paved roadway, with 10 feet for planting strip and sidewalk on one side, and on the other side: a 5-foot planting strip next to the curb, an 8-foot two-way asphalt bike path, and 12 feet for additional planting or an equestrian trail.

Medians: Wherever medians are needed, add 4 feet to the right-of-way for landscaping, and 12 feet for a left turn lane, for a minimum addition of 16 feet.

Goal 5. Direct traffic and noise away from residential areas and sensitive receptors.

Residential projects should be designed to orient residential units away from collectors. Access to major activity centers should use collector streets—not local streets. Landscaped setbacks should be encouraged for new residential developments adjacent to collector and arterial streets. Landscaping treatments including earth berms and plantings that buffer views to the residential development should be encouraged, along with meandering sidewalks and bike paths.

³ Because any specific land use designation in a general plan is subject to change through legislative, E.I.R., public hearing, inter-agency review, or a number of other processes, private property owners who have land that is subject to public use as indicated in a general plan typically have not been successful in inverse condemnation lawsuits. Inverse condemnation is also known as an "implied taking" of private property. In such a case, a property owner pleads entitlement to just compensation for interference with private property rights.

In the case of *Taper v. City of Long Beach* (129 Cal. App. 3d 590, 181 Cal. Rptr 169, 1982), the question of damages for the unreasonable denial to a property owner of the right to develop her property due to publicly disseminated precondemnation announcements and activities by the city to acquire the property for a park in disregard of a prior agreement between the owner and city, excluded any period of delay attributable to proper land use and fiscal planning. Similarly, in *Guinnane v. City and County of San Francisco* (197 Cal.App. 3d 862, 241 Cal Rptr. 787, 1987), a city delay in acting on a developer's building permit application in order to study the possible acquisition of the property as a city park was held not to constitute a taking.

Action program [11]: Traffic corridors will be designed to minimize the traffic impact to residential areas.

MANAGING TRAFFIC

Goal 6. Make Main Street a comfortable street on which to drive.

Policy f. It shall be City policy to improve the structure and maintenance of Main Street.

Goal 7. Enhance pedestrian access to and use of Main Street.

Sidewalks should be creatively designed to invite safe and pleasant use by pedestrians and be free of obstacles, such as pole signs.

Policy g. It shall be City policy to preserve existing trees and to plant street trees, install planted medians with left turn lanes, and maintain the landscaping on Main Street.

Even though Main Street was entirely rebuilt and repaved by Caltrans in 1989, the two-way center left turn lane will eventually have to be replaced by a safer design. Planted medians and protected left turn pockets are the recommended solution.

Action program [12]: Develop an improvement plan for, and enhance and maintain pedestrian facilities along and leading to Main Street.

Goal 8. Provide for the safety of pedestrians, bicyclists, motorists, and truckers.

Policy h. It shall be City policy to upgrade the safety of local intersections.

Action program [13]: The City will urge Caltrans to sign pedestrian crossings along Main Street (State Route 36).

Action program [14]: Pursue an overhead crosswalk/pedestrian crossing at the west end of Main Street.

Action program [15]: Enforce the speed limit.

Ten of the eleven highest accident locations in Susanville are along Main Street. During peak periods, it is difficult to access Main Street from many of the stop-controlled minor streets due to the steady traffic volumes on Main Street. As a result, many motorists tend to force their way into the traffic stream when adequate gaps in the traffic stream do not exist.

Goal 9. Assure easy vehicular access to Main Street and to Uptown businesses.

Policy i. The City shall pursue the adoption of Main Street as a City-managed route over which it will have design control.

Until the City can take over the above functions, the City will press Caltrans to accomplish Goals 5, 6, 7, and 8.

Goal 10. Provide alternative parallel roads to Route 36 for local access.

Main Street serves both as the major through route as well as the local access route in Susanville due to the location of major activity centers and the lack of any parallel alternative routes. The primary employment and retail centers in Susanville are either located along Main Street or east of the City limits. While Riverside Drive, North Street, and Chestnut Street are parallel east-west roadways to Main Street, they are relatively short routes that do not provide direct connections to major activity centers, and thus they do not relieve Main Street of its traffic burden.

A number of the recommendations in the Circulation Plan are designed to improve the attractiveness of east-west roadways including the extension of Riverside Drive to McDonalds and Payless; taking out the off-set between Second Street and North Street at Hall; and extending the Paul Bunyan Logging Road from Grand to the east perimeter roadway (Skyline Drive Extension). (See Figure 4-11, page 65.)

In addition, a number of elements in the Circulation Plan are designed to improve north-south roadways including the extension of Weatherlow north to Spring Ridge, intersecting Bunyan Road and connecting with Numa Road; the connection of Grand with Bunyan Road at Chestnut, extending to Skyline; connecting Alexander and Ash; extending Alexander south to a realigned Sierra and to Richmond Road; an extension of Fairfield north from Bunyan Road to Highway 139; and extensions of Russell north to Skyline Drive and south to Sierra. In some fashion, the proposed connection of Ash and Alexander will require cutting through the shopping center on the south side of Main Street. Some buildings would have to be removed and rebuilt in new locations. The actual design of the connection would look quite different from the simple diagonal dashed line shown on Figure 4-11.

Policy j. Support the County's efforts to extend Skyline Road east to State Route 139 and south to Johnstonville Road.

Policy k. Build a new east-west collector on the Paul Bunyan right-of-way south of Chestnut Street, and develop new north-south roads to connect Main Street to the northern (east-west) arterials.

Action program [16]: Based on the adopted Circulation Plan, establish a schedule to widen and develop new north-south roads to connect Main Street to all parts of the City.

Action program [17]: Signalize Johnstonville Road at its intersection with Highway 36. Allow access to all businesses, recognizing that traffic hazards must be ameliorated.

Action program [18]: Extend Riverside Drive southeastward to line up with the McDonald's/Payless Road and cross State Route 36 to tie into Johnstonville Road.

AIRPORT VICINITY TRAFFIC

Goal 11. Provide for the orderly growth of the airport.

Policy l. Upgrade access to the airport, including new and widened roads, public parking, and acceleration lanes from the airport to the Highway.

Policy m: Protect the airport from neighboring land uses.

Goal 12.. Safeguard the general welfare and safety of the public in the vicinity of the airport.

Policy n. Improve the level of passenger and cargo services provided.

Policy o. Upgrade the terminal.

Action program [19]: Develop an improvement plan for the expansion of airport facilities.

Action program [20]: Expand the runway facilities to serve larger aircraft.

Policy p. Ensure consistency between the General Plan and the Airport Master Plan.

BICYCLES

Goal 13. Provide a practical bikeway system.

Policy q. The City shall develop an overall planned system of all-weather on-street bike lanes and off-street bike paths that can be used for commuting to and from work and which also will tie into a region-wide system of recreational trails.

Existing and proposed trails and paths are discussed more fully in Chapter 7 of the General Plan and are identified on Figure 7-4, the Trails and Paths Plan. Planning for future bicycle facilities should place priority on linking major activity centers (i.e., shopping centers, downtown, schools, Lassen College) and in connecting intra- and inter-city facilities. The bikeway system shown on Figure 7-4 should be integrated into a community-wide trails system developed through a joint City/County Trails Master Plan with details as recommended on pages 135–138 in Chapter 7. All future facilities should consider the safety of the cyclist in the location and design of bikeways and should meet minimum Caltrans standards for design and installation. The three classifications of bikeways used by Caltrans are:

Class I. (Bicycle Path) Exclusive bikeway consisting of a separate off street path out of the vehicle travel way.

Class II. (Bicycle Lane) On street lane delineated separately from the vehicle travel way.

Class III. (Bicycle Route) Signed bike route sharing street proper with moving and parked vehicles.

Action program [21]: Review, modify, and implement the City's current bikeway plan. Tie it into a trails master plan, and show both on an adopted map.

The Trails and Paths Plan is Figure 7-4, on page 137.

Action program [22]: Provide secure bike-racks and bike lockers in strategic locations (Uptown, at government office complexes, at schools, and at trail heads).

Providing well-located, secure bike storage facilities at employment sites, shopping and recreational areas, and schools is important to facilitate use of bicycles.

PARKING

Goal 14. Assure an adequate supply of parking in all commercial areas.

Policy r. Determine parking ratio standards for future development in Uptown and other areas.

Policy s. The City shall provide visible, well-striped, short-term, on-street parking.

Action program [23]: Institute a re-striping, signing, and parking enforcement program to increase on-street parking in and adjacent to Uptown.

Policy t. The City shall develop strategies to reduce long-term and employee parking demand Uptown.

Policy u. The City shall establish parking lot design standards to promote safe and easy ingress to, egress from, and circulation within off-street parking lots.

Action program [24]: Enact new parking lot standards which spell out the number and locations of driveways, amount of usable curb space, minimum areas to be landscaped, acceptable sizes of parking spaces, regulations regarding aisle widths and direction of traffic flow, and standards for handicapped and pedestrian access.

Guidelines for parking lots should also consider providing smooth ingress/egress so that traffic does not stack up on the adjacent roadway. Consideration should be given to combining driveways to serve small parcels and maintaining adequate distances between parking lot driveways and intersections to permit efficient vehicle movements.

Policy v. The City shall ensure that there will be adequate parking throughout the City.

Action program [25]: Without penalizing small tenants, require the improvement of existing parking lots to new standards whenever a major remodeling or change in tenants occurs.⁴

Policy w. Parking will be made available either through shared private parking facilities or municipal parking lots.

Action program [26]: Require developers to provide shared private parking facilities or to build individual parking lots.

Action program [27]: Parking requirements will be commensurate with activity generated. □

⁴ *Major remodeling* is defined as any reconstruction or remodeling, the value of which exceeds twenty-five percent of the value of the facility prior to the reconstruction or remodeling.

Chapter 5. Economic Development

Susanville is the largest city in Lassen County, and the focus of the County's economy. The Lassen economy was historically based on lumber and agriculture, but the government sector has become the largest employer in the 1980s.

This chapter addresses the economy of the City and goals for achieving future changes in economic activity and employment. **The goals are directed toward guiding the City's economy in a direction that will meet the economic needs of the City's residents.**

SUSANVILLE'S ECONOMY

Susanville is the employment center of Lassen County, containing about three-quarters of local jobs. Growth in local jobs since 1972 has been concentrated in the government sector, which in 1987 accounted for nearly half of all employment in the County. Services and retail trade are also important employment sectors.

Since 1972, employment has increased and the unemployment rate has decreased. Nevertheless, the local unemployment rate in 1987 significantly exceeded that of the State of California. With seasonal variations in the unemployment rate, an estimated 700 to 1,700 people are seeking work at various times throughout the year.

Although employment and population have grown, increases in retail sales in Susanville have not kept up with inflation. Susanville remains the most important retail center in Lassen County, but it has not been able to compete effectively with Reno, Redding, and Klamath Falls for major purchases made by residents of the county and surrounding area. Within Susanville, retail sales activity is shifting east along Main Street, away from Uptown to the newer shopping centers.

Tourism is important to the Susanville economy. The area around Susanville offers a variety of recreational activities, including fishing, hunting, boating, hiking, cross-country skiing, and camping. Visitors en route to or from these activities—as well as those traveling to other cities—patronize Susanville's motels, restaurants, and retail stores. Attractions within the city itself, however, are limited.

OPPORTUNITIES FOR AND OBSTACLES TO GROWTH

Economic growth in Susanville could take advantage of some existing features of the area, but would have to overcome some existing obstacles as well. Scenic beauty, recreational opportunities, large areas of land available for development,

underutilized geothermal resources, and an available labor force are all positive features that could be attractive to new industries. Existing industries, as well as educational programs at Lassen Community College, could also help induce new firms to locate in Susanville.

At the same time, Susanville must overcome some obstacles to growth. The city is located at some distance from markets and from most natural resources, so it is not an obvious location for manufacturing or distribution. Although there is a large amount of land available for development, little of it is ready: soil preparation would be required to remove rocks, and infrastructure improvements would be needed. The process of obtaining development approval is complicated, often requiring prospective developers to work with both the City and the County to secure the required permits. Unemployed workers, though numerous, may not have the necessary skills and may not be interested in full-time, year-round jobs. Other obstacles include traffic congestion on Main Street, wage expectations that reflect the high wage scale of the California Department of Corrections,¹ and distance from the city to a major educational institution.

GOALS, POLICIES, AND PROGRAMS

In formulating goals, policies, and programs for economic development and tourism, the General Plan Coordinating Committee and the Economics Subcommittee addressed eight specific issues:

1. Readiness for Economic Growth.
2. Access to Susanville.
3. Employment Expansion.
4. Character of Main Street.
5. Attracting Visitors and Increasing Susanville's Attractiveness to Visitors.
6. Providing Visitor Activities.
7. Permit Processing.
8. The Proposed Bypass, Annexation of Adjacent Lands, and Growth.

¹ In December 1989, the California Department of Corrections proposed to expand the State prison by an additional 2,200 inmates. The expansion must be approved by the Legislature. Estimates by economic consultants in July 1990, were that the proposed expansion would add 950 to 1,450 employees in the county.

These eight issues are discussed below. In some cases, two or more issues have been grouped together for clearer discussion. After each issue or group of issues is introduced, the goals, policies, and programs intended to address the issue are presented.

READINESS FOR ECONOMIC GROWTH

Although Susanville desires economic growth and there is an ample supply of land on which growth could occur, these two messages are not adequately conveyed to firms seeking new business locations.

Goal 1. Demonstrate Susanville's readiness for growth.

Policy a. Susanville shall designate growth areas for "site marketing" locally and to outside investors.

"Site marketing" involves providing information on sites that are ready for development. This information is made available to individuals and organizations that may be interested in developing those sites.

Site marketing will assist firms considering a move to Susanville in identifying possible locations. It will facilitate their site selection process and indicate to them that Susanville is serious about attracting new economic activity.

Action program [1]: Prepare an inventory of serviced, zoned lands available for development; update annually; provide wide distribution through City, Chamber of Commerce, and other sources.

The inventory should contain maps as well as property descriptions that include parcel size and dimensions, zoning, access, infrastructure in place, additional infrastructure required, and other pertinent facts.

Policy b. Develop a cooperative and comprehensive economic development program.

The economic development program will continue to target specific types of industries likely to find Susanville an advantageous place to do business, as well as specific types of improvements—e.g., increasing the capacity of U.S. 395—that will make the area more attractive to business.

Action program [2]: Work with Lassen County and LEDCo. (the Lassen Economic Development Council) to formulate a coordinated economic development strategy for the greater Susanville area.

One agency should be assigned front-line responsibility for identifying target industries and improvements, coordinating the formulation of the economic development strategy, and implementing the adopted strategy.

Policy c. Centralize the dissemination of economic information.

The site marketing package and information about the City's economic development strategy will be most effective if they are widely distributed. One agency should be designated to take responsibility for providing this information and acting as a clearinghouse to serve both City and County interests in economic development and potential developers. This responsibility should include identification of agencies with a statewide purview that will distribute information about Susanville.

Action program [3]: The City will prepare periodic reports on local economic activity and will make those reports available to interested organizations and businesses.

These reports will further document Susanville's efforts and progress in economic development. They will also help to keep the City in the public eye so that firms considering new locations will be aware of Susanville's interest in expansion.

Action program [4]: Work with the County, Lassen Training and Employment Center, and LEDCo to monitor and pursue all sources of funds available for economic development.

Ongoing coordination between the City and these organizations will position Susanville to respond to any funding opportunities that may arise.

Policy d. Pursue economic development grants and other sources of funds for economic development.

Action program [5]: Provide funding for and hire a grant writer.

ACCESS TO SUSANVILLE

One important obstacle to growth in Susanville is its relative lack of transportation access to and from major population centers. The city was served by rail—via a Southern Pacific spur to the main line at Fernley, Nevada—until the mid-1980s, but that service has been discontinued. Major roads serving the city are U.S. 395 between Reno and Susanville, continuing north to Alturas and Klamath Falls, and State Route (SR) 36 between Susanville and Interstate 5 at Red Bluff. Both of these routes are two-lane highways in this area; SR 36 crosses the Cascade Mountain Range between the Central Valley and Susanville.

Goal 2. Overcome Susanville's location off the main routes and its lack of direct access.

Susanville is approximately one-and-one-half hours from Reno via U.S. 395 and two hours from the Central Valley cities of Chico, Red Bluff, and Redding. These time-distances need to be overcome for Susanville to be able to attract businesses engaged in shipping goods or providing services to a large area.

Policy e. Encourage restoration of rail service.

The sawmills in Susanville currently depend on a combination of rail and truck service for the shipment of lumber products. Rail shipments comprise approximately fifty percent of the annual transportation needs of the lumber industry. Without local rail service, it is therefore economically less attractive to maintain sawmill operations in Susanville. Truck freight is an alternative to rail only as it relates to certain lumber industry products, and customer demands preclude operating a complete lumber manufacturing concern without rail service.

The existing rail service to Susanville (the Quincy Railroad—Susanville Branch) is leased from the Southern Pacific Railroad and operated by Sierra Pacific Industries. It currently provides service to the Sierra Pacific mill, to Susanville Forest Products, and to the Sierra Road Industrial area.

The agreement between the Quincy and the Southern Pacific is renewed periodically, the latest renewal being April 1989.

Action program [6]: Work with the railroad to bring in rail-using industries and to develop rail access to appropriate land use areas.

As the Quincy Railroad is classified as a "switching service," it operates as a private enterprise, and charges are negotiated between the customer and the carrier. Negotiations could be undertaken to provide incentives to industries willing to use rail service. A resulting increase in rail traffic to and from the area could promote reductions in the amounts charged both on the switching line from Susanville to Wendell and on the Southern Pacific main line. Initial actions to provide for enhanced service and rate incentives should therefore involve discussions with officials of the Quincy and Southern Pacific Railroads.

Action program [7]: Expand rail service to serve tourist purposes.

A recreation-oriented train that would bring tourists to Susanville on a package tour could enhance the City's visitor industry. Implementing this program would require finding a willing operator, obtaining permission to use the required track, and securing approvals from the applicable state or federal regulatory agencies.

Policy f. The City shall recognize the importance of general aviation facilities and services as part of a comprehensive transportation solution to Susanville's isolation.

As movement of people and goods by small aircraft becomes commonplace, the Susanville Airport becomes increasingly important as one component of the City's regional access system.

Action program [8]: Work with the State Economic Development Commission to bring air cargo service to Susanville.

Action program [9]: Pursue commuter air service.

Once air cargo service and commuter air service are in place, the City will have removed a potential obstacle to the selection of Susanville as a new location by firms seeking to relocate.

Action program [10]: Urge Caltrans to widen U.S. 395 from two to four lanes between its junctions with SR 36 and SR 70.

This expansion would make U.S. 395 a four-lane road all the way from Susanville to Reno. Such an improvement would facilitate regional access to Susanville and improve the safety of the highway between the two cities.

Action program [11]: Urge Caltrans to improve access to Susanville from I-5 on State Routes 44, 36, 32, and 89.

Action program [12]: Promote a cross-mountain route serving Susanville as an alternative to I-80.

I-80 is too far south of Susanville to provide any access benefits to the City. An alternative road, possibly an upgrade of SR 44 or 36, would provide a more direct route for travelers with origins or destinations in northern California and would improve access to Susanville.

Policy g. Advertise and promote Susanville's location and accessibility.

Susanville's location in northeastern California, on the east side of the Cascade mountain range, results in a closer relationship to parts of Nevada and Oregon than to many parts of California. Those states are not likely to promote tourist destinations in California. At the same time, many Californians are unaware of Susanville's existence and attractions.

Policies and programs under Goal 7 in this chapter are directed toward disseminating information about Susanville through brochures placed with business and tourist organizations. Policy "g" above is directed toward increasing Susanville's visibility to travelers in more immediate ways, as suggested below.

Action program [13]: Request Caltrans to revise signing of U.S. 395 to route Klamath Falls traffic through Susanville.

Caltrans has notified Susanville that this action will be taken. Such a change in signing will introduce more through travelers—both business and recreational—to Susanville. In addition, LEDCo or the Chamber of Commerce could place large but attractive billboards in advance of important highway junctions.

Policy h. Encourage businesses that don't depend on access.

Some types of businesses—for example, those involved with processing of electronic information—do not rely on physical access for their work. As part of an economic development strategy, types of businesses that do not require good physical access should be identified and targeted. If these businesses have requirements other than access—e.g., a reliable and inexpensive power supply—their requirements should be identified and a way to satisfy them should be planned.

EMPLOYMENT EXPANSION

Goals directed toward readiness for business expansion, speeding up permit processing, and improving access are all indirectly focused on facilitating the growth of business in Susanville. Additional goals, policies, and programs are aimed directly at expanding business and, concomitantly, employment opportunities in the city.

Goal 3. Bring a variety of appropriate new businesses to Susanville.

Appropriate new businesses include clean industries that will balance the existing employment base of the Susanville area.

Policy i. Provide financial assistance to new or expanding businesses, or both.

By monitoring sources of funds for economic development (Goal 1, Policies/Actions c4 and d5), the City and the various economic development agencies will be aware of moneys available to assist start-up or expanding businesses.

Action program [14]: Develop a feasible "business incubation" package stressing loans and deferred payments (rather than grants or subsidies). Allow use of City-owned property for appropriate uses by the private sector.

In addition to using funds from outside sources, the City can assist business growth by making favorable development arrangements with new firms. These arrangements could involve the City's fronting the costs for some infrastructure and site improvements, issuing tax-advantage debt such as "small issue industrial development bonds" to provide funds for infrastructure, guaranteeing loans, deferring property tax payments, helping to reduce overhead in formative, vulnerable years, or finding other ways to assist new firms.

Action program [15]: Pursue State legislation that would enable the City to implement a range of incentive programs including economic development grants to small businesses to attract new businesses to Susanville.

Policy j. Develop a business promotion package for Susanville.

Susanville has attractive qualities that should be advertised: clean and abundant water; inexpensive geothermal energy; relatively inexpensive land; and relatively inexpensive housing for employees.

Action program [16]: Pursue opportunities for "spin-offs" from Reno-based businesses (e.g., warehousing).

Action program [17]: Seek additional trucking firms to locate in Susanville.

Action program [18]: Encourage the local gunsmithing industry.

Lassen Community College has one of the best gunsmithing programs in the United States. This program should help Susanville to attract related industries.

Action program [19]: Develop standards and guidelines that will attract desirable businesses and keep out less desirable businesses; i.e., focus should be on clean industry.

Quantitative criteria can be developed so that environmental conditions are described in objective terms, and changes that could be caused by new industries can be objectively measured. These quantitative criteria may include, for example:

- Number of days per year that air quality standards may be exceeded.
- Number of days per year that water quality standards may be exceeded.
- Ambient noise levels, especially near sensitive receptors, and the increase in and duration of noise that would be allowed.
- The lowering of traffic levels of service at key intersections on Main Street and other major thoroughfares that may be allowed.

The first step in this action program will be to identify environmental conditions that are important to the citizens of Susanville for which quantitative measures can be defined. The second step will be to inventory current conditions. This inventory will establish a baseline from which future changes can be measured.

The third step will be to identify types of industries that are likely to have the least impact on these measurable environmental conditions. It is probable that different types of industries will affect the various environmental conditions in differing degrees. For example, office-based industries may have minimal impacts on air and water quality but noticeable impacts on traffic, because they typically have a relatively large number of people working in a given amount of space. Manufacturing and processing industries, in contrast, typically have fewer employees in a comparable amount of area, but could have greater impacts on air quality, water quality, or noise, or all of these.

Action program [20]: The City and County should work together to identify "gaps" in Susanville's retail/service mix and seek to attract businesses that would fill those gaps.

Policy k. Allow for "cottage industry" and/or "home occupations" in order to accommodate an expanded range of businesses.

Home occupations are business activities that are carried on within a residence and are clearly incidental to the use of the residence as a dwelling unit. Standards and regulations for home occupations often govern the types of activities permitted, the types of equipment that may be used, the number of employees, the hours of operation, the manner of advertising, the amount of traffic that may visit the home, and other similar characteristics of the activity as it relates to the surrounding residential area.

Action program [21]: Clarify and expand current definitions of "cottage industry" and/or "home occupations" in the zoning ordinance.

Action program [22]: Standards and guidelines shall be established so that cottage industry and/or home occupations will be allowed as conditional uses in residential areas.

Goal 4. Keep local industries.

Policy l. Help local mills; support the long-term productivity of the timber industry.

Action program [23]: Ask local mills what their problems are and how the City can help.

Action program [24]: Work with the County to promote forest management policies that assure the stability and extend the longevity of the timber industry.

Action program [25]: Support local agricultural industry.

Policy m. Maintain City policy supporting other existing Susanville-area employers, including the California Correctional Facility,² geothermal operations, Lassen Community College and the hospital.

Goal 5. Enhance and promote the skills and capabilities of the local labor force.

Policy n. Susanville shall collaborate with educational institutions, employers, and agencies to strengthen the depth and range of local labor force capabilities.

Action program [26]: Support existing CSU activities.

Chico State University currently provides some classes via a microwave link to Lassen College. Upper division courses are offered in social sciences, liberal studies, and education. The CSU program presents classes from 8:00 AM to 10:00 PM each weekday during the school term. Classes rotate each term. The program offers BA degrees in social sciences and sociology; minors in sociology, planning and development, career and life planning, psychology, tourism, family relations, collective bargaining, and political science; and a certificate in paralegal studies.

Action program [27]: Continue and expand relationships with the University of Nevada/Reno.

University of Nevada/Reno offers enrollment to Susanville residents under its "good neighbor" policy. Under this policy, students receive a significant reduction in the fees charged to out-of-Nevada residents when they enroll for seven or more credits in a term.

² See Footnote 1 on page 84.

Action program [28]: Work with Lassen Community College to maintain and expand existing programs and to establish a local employer/college student placement program.

Action program [29]: Work with job-related employment agencies and with the PIC (Private Industry Council) to identify the kinds of job training programs needed by local employers.

Policy o. Recognize the local labor force as one of Susanville's resources.

Action program [30]: Promote the labor force as one of Susanville's assets by asking the Chamber of Commerce to prepare a profile of the area labor force for use in business development efforts.

Action program [31]: Tap seniors as a resource.

A significant number of senior citizens have retired to the Susanville area. These residents may be available for work, either on a full-time or part-time basis, in local industries.

MAIN STREET

Main Street is the historic focus of economic activity in Susanville, and it remains the City's retail core. As the City has evolved, however, the character of Main Street has changed. New suburban-style shopping centers on the eastern side of the city have attracted the majority of retail business away from Uptown. The deterioration of Uptown retail is seen as a negative repercussion of growth, and one to be overcome. The City should encourage Caltrans to develop a signing program for the proposed Route 36 Bypass that directs motorists to Historic Susanville (e.g., via existing SR 36) where the bypass diverges from the existing route.

Goal 6. Preserve and encourage retail in Uptown and on Main Street in general.

Policy p. Provide incentives for Main Street retail.

Examples of incentives are more lenient zoning regulations for Main Street businesses, including sign regulations, parking requirements, and height/bulk guidelines. The City might consider a subsidy to an Uptown merchants' association. Susanville should monitor the availability of business sites away from Uptown and Main Street and not allow the proliferation of strip commercial zoning on arterials. While the City encourages neighborhood shopping areas, its intent is that commercial development remain focused along Main Street.

Policy q. Convince retailers to make an investment on Main Street.

Main Street retail uses will face competition from any new commercial areas that may be developed as the City grows, particularly any associated with construction of a highway bypass. Continuing to invest in the established commercial center will be necessary if it is to remain competitive with any newly emerging or expanding commercial areas.

Action program [32]: Phase construction of any peripheral bypass to follow Main Street revitalization.

Action program [33]: Aggressively pursue the physical and economic revitalization of Main Street.

Action program [34]: Seek ways to draw on the scale, appearance, and historic resources of Susanville to emphasize an unusual or unique character for Main Street.

Action program [35]: Develop a "picture" of what Main Street should be.

Action program [36]: Apply to participate in the California Main Street program.

See Chapter 6, Community Character, Action program 9 for an explanation of the program.

Action program [37]: A Redevelopment Plan shall be developed, and a Redevelopment Agency subsequently established, to strengthen the Main Street business district; e.g., through rehabilitation of historic structures in the Uptown area and provision of off-street parking.

A Redevelopment Plan would enable a Redevelopment Agency to secure funds, through growth in the property tax, to assist with improvements to Main Street and the buildings and businesses on Main Street.

INCREASING SUSANVILLE'S ATTRACTIVENESS TO VISITORS

Goal 7. Draw visitors to Susanville.

Policy r. Susanville shall develop a tourism promotion program.

Action program [38]: Prepare a tourist handout presenting a positive picture of access, physical beauty, scale of development, tourist facilities, range of attractions, and proximity to places of visitor interest, including scenic and passive recreation areas.

Action program [39]: Encourage local and nearby tourist-service businesses and local motels and rest areas to distribute handouts to visitors.

Provide copies to Chambers of Commerce, motels, travel offices, and auto clubs in Reno, Klamath Falls, Chico, Red Bluff, other regional centers, rest areas, and local motels.

Action program [40]: Create special annual events to draw first-time visitors.

Annual events could be recreational or cultural. Initially, at least, they should be timed for a season when the motels are not fully occupied, in order to have the maximum positive impact on the local economy.

Goal 8. Explore ways to strengthen Susanville's tourism role.

Policy s. Improve local understanding of Susanville's tourism base and potential.

Action program [41]: Recommend that the Chamber of Commerce survey out-of-area visitors (e.g., motel occupants) to establish a visitor profile and to identify the strengths and weaknesses of Susanville's visitor appeal.

Action program [42]: The City will establish (and the Chamber of Commerce will maintain) an information "kiosk" listing community events at new visitor information centers.

See programs 45 and 46, below.

Goal 9. Define an appealing, coherent image for Susanville.

Policy t. Establish an over-arching theme for Susanville's tourism promotion efforts.

Action program [43]: Sponsor a contest or competition among residents to establish or create a theme.

Goal 10. Use visuals to draw attention to Susanville's features.

Policy u. Identify opportunities to attract visitor attention to local character and attractions.

Action program [44]: Paint murals of Susanville's history on building walls in prominent locations.

Action program [45]: Work with Caltrans to sign a "Vista Point" turnoff to Inspiration Point from State Routes 36 and 139.

See also Action program 47 on page 95.

Action program [46]: Construct vehicle turnouts and free-standing information boards (or "kiosks") at a total of three locations on State Routes 36 and 139 leading into Susanville.

Policy v. Encourage the installation of directional signs (to Main Street and other points of interest) along important through routes.

Action program [47]: Develop a signing program that implements a consistent visual theme.

The signs should be uniform in shape, color, lettering style, etc.

PROVIDING VISITOR ACTIVITIES

Goal 11. Increase existing visitor offerings.

Policy w. Improve and strengthen existing visitor activities.

Action program [48]: Expand the golf course to 18 holes.

Action program [49]: Find a new home for and expand the museum.

Policy x. Expand the number of visitor-serving activities and facilities.

Action program [50]: Work with the County and LEDCo to attract winter sports facilities including both Alpine and Nordic skiing.

Action program [51]: Advertise summer and fall sport facilities and activities, including golf, biking, hand cart races, kite flying, hunting, fishing, and a marathon through the Susan River canyon.

Action program [52]: Reinstitute lumber mill tours.

Work with the mills to find out why tours were discontinued, and under what circumstances they could be reinstated. Find out what types of tours are available in mills in other locations.

Action program [53]: Establish a sports and outdoor activities information center.

Possible locations for such a center include the junction of State Routes 36 and 139 (Main and Ash Streets), and the old train station on the east side of Richmond Road.

Action program [54]: Promote bike festivals and races.

PERMIT PROCESSING

The prevailing perception is that the local permit process has been a source of frustration to prospective developers, particularly commercial and industrial developers, in the Susanville area. (However, the City's planning, permit approval, and building inspection service is simple and efficient. See Housing Action program 13, page 171. Also see page 164. In 1989 it took only two to four days from application for a building permit to approval, and the approval time for planning applications was 30 to 45 days.) The problem is that much of the developable land is in the County, but municipal services are provided by the City or other special-purpose districts, and developers must coordinate with many agencies. Development standards adopted by the various agencies are not always clear ahead of time, and may be in conflict with each other.

Goal 12. Simplify and speed up the Permit Process.

Policy y. The City shall take an active role in shepherding new development through the permit process.

By helping prospective developers, the City can demonstrate its seriousness about encouraging economic development. It can also minimize the risk and the amount of time associated with gaining approvals for new development. In this role, the City will present the image of a friend and advocate rather than (possibly) that of an adversary. In order to provide this kind of help, the City may have to add a staff position. See policy z and programs 56 and 58, below.

Action program [55]: Prepare a handout for applicants describing the permit process (e.g., use a checklist or a "critical path" approach to identify the steps). Work with staff of County, Susanville Consolidated Sanitary District (SCSD) and Lassen Municipal Utilities District (LMUD) and with elected representatives to verify accuracy and assure common understanding of existing requirements.

The handout will be invaluable in clarifying the permit process for prospective developers. It should identify not only the steps involved but also the agency with primary responsibility and what types of information the applicant will need to provide and how long each step is likely to take.

Policy z. The City shall increase resources available for permit processing as needed.

If the permit process is delayed because of a backlog of work, the potential for adding staff resources should be investigated.

Action program [56]: Explore the potential for a one-stop permit processing office via staff-sharing or facility-sharing among permitting agencies.

Such an office would require a space in which to locate and staffing so that it would be attended full time during business hours. A mechanism would be needed to assure that permit applications submitted through this office are given priority processing.

Action program [57]: Establish (as a percent of total development cost) the fees that developers must pay for improvements.

The requirements of Government Code Section 66000, *et seq*, must be followed. See Chapter 4, Circulation, Action program 8, page 76, for an explanation.

Action program [58]: Add City Planning staff for permit processing.

An additional Planning staff member should be assigned to the processing of development permit applications as a first priority.

Action program [59]: Increase the number of Planning Commission meetings held per month, as needed.

Planning Commission meetings are currently held once a month, and typically last for three hours. An increase in the number of meetings, to two per month, would reduce the average length of the application and approval process and would increase the Commission's ability to consider permitting issues.

Action program [60]: Streamline zoning to delegate more decisions to staff.

Current zoning regulations allow leeway in interpretation that requires input from the Planning Commission. If zoning regulations are made more definitive, then staff will be able to apply them to development applications without involvement by the Commission. A good place to start the streamlining is to relax the present system which requires that all permits (even so-called "minor" ones) in R-3, C, or M zones must first be reviewed and approved by the Planning Commission.

Goal 13. Facilitate rapid permitting on suitable sites.

The policies and action programs presented above are directed toward speeding up the permitting process itself. In addition, readying certain target sites will make those sites more attractive to firms seeking sites and will facilitate their development.

Policy aa. Identify priority development areas.

The City can help direct new development to specific sites by designating and readying those sites for development. These types of actions will signal to prospective developers that the City looks favorably on development of these sites.

Action program [61]: Identify "pipeline sites" to add to the developable inventory; take steps to revise zoning and/or plan for service expansion to bring additional sites into the developable inventory.

"Pipeline sites" are sites that require some improvements before they are ready for development. This program calls for the identification of pipeline sites with development potential and the

implementation of whatever improvements the City can accomplish in anticipation of development at some future time.

BYPASS; ANNEXATION; GROWTH

Goal 14. Assure logical and contiguous growth.

Policy ab. Encourage annexation of areas to the City prior to their development.

When growth occurs outside the City limits, the City has little or no control over the type or location of development. Such development can be considered contrary to the logical and contiguous growth of the City. Therefore, the City should attempt to obtain authority to issue permits for urban development proposed outside the City limits. The problem lies with defining what constitutes "urban development."

Creating an urban/rural boundary line that defines allowable development densities on both sides of the line would be the preferred method for assuring logical and contiguous growth. However, in the absence of such a boundary, a definition is needed as to what constitutes "urban densities" and thereby requires annexation prior to development. Clearly, developing one or more houses on 20-acre lots is not "urban development." On the other hand, a subdivision that creates densities of five to seven units per acre is "urban" and should be annexed. For clarity, densities of two units or less, when domestic well water and septic services can be provided adequately, should be considered "rural development." Further, densities of two units per acre or greater that require urban services (*i.e.*, domestic well water, sewer hookups, solid waste collection, storm drainage, *etc.*) should be considered "urban" and require annexation to the City prior to development.

Action program [62]: Work with the County, SCSD, and LMUD to promote annexation to the City of areas to be developed.

The City cannot achieve annexation of new areas by itself. Annexations are subject to approval by the Local Agency Formation Commission, which is an agency of the State administered by the County. In addition, agencies that provide services to the potential annexation areas while they are outside the City must be consulted, so the transfer of responsibility and of funding can be orderly.

Goal 15. Protect Uptown as a viable business center.

Policy ac. Prohibit development along any bypass corridor.

The bypass is discussed on pages 70–71 Chapter 4, Circulation. Criterion #9, page 71, states that "the economic impact on existing community businesses must be considered" in selecting an alternative route to Main Street. For existing commercial areas to continue to be the focus for business activity in the Susanville area, it will be necessary to prohibit development on any bypass corridor. Restricting land use opportunities for competition, combined with other policies and action programs to make Uptown more attractive, will help protect and strengthen the Uptown business area.

Goal 16. Promote City control over the location and purpose of the bypass and use of adjoining land.

Policy ad. Recognize that improving safety and removing through-traffic are separate issues; address each of these issues independently.

Safety is addressed in Criterion #8 on page 71. With respect to through-traffic, studies completed for this General Plan indicate that approximately 80 percent of the traffic on Main Street is locally-generated traffic, and only 20 percent is through traffic. Therefore, even if a bypass is built, it will not have a significant effect on the amount of traffic on Main Street. Actions focused on improving safety on surface streets in the City should be identified and implemented, regardless of the ultimate location of the bypass. Chapter 4, Circulation, discusses the city's circulation needs comprehensively.

Action program [63]: Address existing truck and pedestrian safety problems via engineering improvements along present routes.

Policy ae. Establish a scenic corridor along the bypass route.

Policy af. Any bypass shall be located within City limits.

In order to implement the above two policies, once a location for a bypass is selected, the City should be prepared to annex all land to, and at least 100 feet beyond, the proposed right-of-way. These two policies augment the nine criteria presented in Chapter 4, Circulation, on page 71. ☐

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Chapter 6. Community Character

BACKGROUND

This chapter is concerned with how Susanville looks and feels—with the sensory relationships between people and their environment, their feeling of time and place, and their sense of well being. It examines the appearance and quality of the natural setting and of development in Susanville and makes recommendations for preserving what is “good” and improving what isn’t.

Overall city-wide goals that affect community character include promoting economic growth, building community identity and pride, and making the best use of an exceptional natural setting.

Perceiving the City

The city is perceived in two ways: First, there is the overall, larger environment. Susanville is a “central place,” a town that exists to serve its hinterland, much like the towns of the Central Valley or the midwest. Irrespective of where or how the residents earn their living, the immediate proximity of the surrounding deserts, mountains, and forests, the saw mills, the logging trucks driving through town, and the low buildings and storefronts of Main Street say “this is a country town.”

Members of the General Plan Coordinating Committee and the Community Character Subcommittee always agreed on the hope that Susanville will retain its small-town atmosphere. While they expressed the desire that Susanville will be stronger economically and will grow in population, they want the town’s quality of life to remain the same as it is today.

The small-town atmosphere of the early 1900s has been maintained as the city’s residential, commercial, and industrial areas have grown. Those qualities can be overwhelmed if new development is not properly managed, with great respect for Susanville’s environment and history.

The second way the city is perceived is through the physical details that are seen every day and “up close”—the layout or design and the upkeep of streets, walks, curbs, street lamps, trees, and front yards. Although the basic character of Susanville is established by the Susan River and the surrounding mountains and forests, it is how the man-made details are handled that determines whether the full potential beauty of the community is realized.

Positives and Negatives

Susanville has several distinctive, visual attributes:

- Main Street provides a focal point. It runs straight for a one-mile stretch through the heart of the city, and it climbs gradually toward and “ends” (visually) on the west, with the Elks’ Lodge and the bluffs of Inspiration Point providing a backdrop for the town.
- There are no buildings over three stories, with the result that the surrounding mountains can be seen above the man-made landscape.
- “Uptown” has retained a number of unique, old, and architecturally interesting commercial buildings and homes.
- Lassen Community College is well-designed and sited, with a commanding view over the Honey Lake Valley from the north entrance to town on Highway 139.

Susanville is also afflicted by a number of negatives:

- Main Street looks shabby, and has too much paving and too few trees for its width (100 feet between opposing building faces). Signs along the street are generally ugly and distracting, day and night.
- A number of residential front yards are not well kept, giving an unkempt—if not impoverished—appearance to parts of several neighborhoods.

Goals, Policies, and Programs

The General Plan Coordinating Committee and the Community Character Subcommittee recognized that Susanville’s character derives from a combination of natural setting, history, and economics. The two committees examined that character and developed goals, policies, and action programs in four important subject areas:

- Susanville’s Uniqueness and Identity;
- Assuring Attractive Growth;
- Improving Existing Neighborhoods and Commercial Areas; and
- Appearance and Community Pride.

Each of the above is discussed, in succession, on the following pages.

SUSANVILLE'S UNIQUENESS AND IDENTITY

Much of Susanville and its hinterlands are natural or rural, yet there is inherent and ingrained in Susanville an "urban design character," influenced by the Susan River, the hills above the river, and the surrounding mountains that come down from Susanville Peak on the north and Diamond Mountain on the south. On clear days, the ridge lines let us see the "bowl" in which the urban area lies. Thus, the hills do more than provide views and open space. They define the limits of reasonable development and contribute to the reality that Susanville is a small urban island in a sea of green and gold.

The Susan River continues to leave its indelible mark. It parallels Main Street several hundred feet to the south of it, and is a barrier that has to be crossed when travelling between the north and south sides of town. Marshlands and sloughs mark the eastern floodplain of the river after it has passed through town on its way to the Honey Lake Valley.

Much of the city is architecturally and historically unique. The city's man-made landscape is—for a small town—a relatively complex and rich assortment of differing land uses and architectural styles. Susanville's early heritage is preserved in a number of buildings—most are located in "Uptown"—dating from the late 1800s and early 1900s.

The city's most distinctive row of historic commercial buildings is in the 700 block on the south side of Main Street between Gay and Lassen Streets. There are also architecturally unique residences such as the row of Victorians on North Roop Street.

Preserving Susanville's Existing Amenities and Environment

Ten goals were developed by the General Plan committees to preserve Susanville's existing amenities and environment.

1. Maintain and enhance the quality of Susanville's visual environment.
2. Preserve and enhance views of community-wide value.
3. Preserve significant historic buildings and areas.
4. Strengthen the city's identity and distinctiveness.
5. Preserve and protect all bodies of water in their natural state as open space, resource, and habitat.

6. Maintain the integrity, natural appearance, and qualities of all bodies of water.
7. Assure the appropriate use of riverside lands.
8. Insure safe and scenic public and handicap access to Piute Creek and the Susan River, along the full length of both streams where feasible.
9. Open up views of the river to the public.
10. Create a relationship between the Susan River and Main Street.

During the public hearing process, the number of goals expanded to 19. They are listed below, followed by policies and action programs to implement each goal or set of goals. For example, Policy "a" and Action programs 1, 2, and 3 carry out Goals 1 and 2.

Goal 1. Maintain and enhance the quality of Susanville's visual environment.

Goal 2. Preserve and enhance views of community-wide value.

Policy a. Identify views to be preserved.



Figure 6-1: Main Street, looking west to the Elks' Lodge and Inspiration Point.

This is an important first step. Some vistas are so spectacular or important that they deserve immediate attention and protection. Too many views are taken for granted, and their beauty and importance to the community is recognized only after they have been taken away. That can happen when an ungainly building is constructed on what had been an undeveloped parcel, or when trees are planted in the wrong place, or when trees are removed. The City should list the view corridors¹ that are to be protected and/or identify them on an official map.

Action program [1]: Enact an ordinance to prohibit the removal of trees except by permit issued by the City.

The City should identify trees along the view corridors, and trees that are themselves the object (the view) to be protected. For example, the trees on and below Inspiration Point down to Pine Street, and the two pine trees standing sentinel in the public right-of-way in front of the Elks' Lodge, are objects that are viewed and which should be protected. Main Street is the view corridor—the route that directs the viewers attention to Inspiration Point, the sentinel pines, and the Elks' Lodge. Therefore, the trees along Main Street (*i.e.*, along the view corridor) should also be protected.

Although attempts by the City to pass a tree ordinance late in 1988 are still in committee, this General Plan is geared to a 20-year time frame, during which time it must be presumed that the need for effective tree protection and management will become accepted, and passage of an ordinance will be accomplished.

Action program [2]: Enact an ordinance to require property owners to maintain trees, or the City will assess costs and place a lien on property.

The ordinance would parallel the weed abatement ordinance in structure. The ordinance could protect all trees primarily visible from the adjacent public right-of-way, or it could be limited to trees that are in view corridors or are the objects to be viewed.

Action program [3]: The placement of structures on properties in view corridors shall be reviewed on a case-by-case basis through Design Review and by the Planning Commission.

Alternative approaches for reviewing and approving the design of buildings are discussed on page 114 under Action program 26.

Goal 3. Preserve significant historic buildings and areas.

Policy b. The City will make an effort to educate the public regarding funding and ways to preserve historic buildings through the use of incentives.

Goal 4. Strengthen the city's identity and distinctiveness.

Policy c. The City will identify and list historic sites and buildings to be protected and preserved.

¹ View corridor: 1. the line of sight—identified as to height, width, and distance—of an observer looking toward an object of significance to the community (*e.g.*, ridgeline, river, historic building, *etc.*); 2. the route that directs the viewers attention.



Figure 6-2: 706 Main Street, The Bootery, A. C. Grohs (artist's conception).

An historic building or site is one which is noteworthy for its significance in local, state, or national history or culture, its architecture or design, or its works of art, memorabilia, or artifacts.

The list to be prepared by the City should include all historic buildings and sites. Each building or site should then be reviewed and ranked according to its historical/cultural significance, architectural significance, relationship of the structure or place to its environment, alterations that may have affected its design integrity, and physical condition (excellent, good, fair, poor). A value system (or index) can be developed by giving each historic building or site from one to four points for each of the following categories: (1) age (e.g., pre-1900 would get four points); (2) unusual in Susanville; (3) importance to Susanville's history and culture. This list will have to be completed before the City enacts an historic district overlay. See Action program 4, below.

Policy d. It is City policy to buy or lease and to use, and to encourage other government agencies to buy/lease and use historic buildings for public purposes, including but not limited to government offices and cultural facilities.

While some historic Uptown buildings have been saved, much needs to be done to prevent their destruction and to rehabilitate them for private (commercial) or public re-use. The County and the Susanville Police Department have shown that they can move into *ordinary* buildings and use them effectively. Other agencies can also move into the city's *historic* buildings and use them while preserving their architecture and history.

Action program [4]: Enact an historic preservation ordinance or a "combining" or "overlay" district in the zoning ordinance.

An historic preservation ordinance is needed to allow special historic districts to be created and to empower the City to absolutely prevent the destruction of landmark buildings and the construction of incompatible buildings near them.



Figure 6-3: Residence at 100 North Roop Street at Nevada.

Action program [5]: Establish one or more historic preservation districts.

Many well-designed old homes and buildings are located in the area between Pine Street, North Street, Weatherlow Street, and Mill Street. This area, known as "Uptown," could be designated as an historic district and/or a California registered point of historic interest. New structures and additions in the historic preservation district could then be required to be architecturally compatible with their historic surroundings, having to meet specific criteria as would be developed. The City will follow State procedures for establishing such districts in order to be able to use the State Historic Building Code and also allow for relaxation of zoning requirements in the district in the future, if required and as may be appropriate.

Action program [6]: The City will list all historic buildings and encourage and assist property owners to register their properties on the state and national Registers of Historic Places.

Action program [7]: By ordinance, provide for private owners to grant, and the City to accept, "facade easements."

It may be economically infeasible to preserve a particular privately-owned building by purchasing it. Furthermore, even though there are a number of government agencies headquartered in Susanville (half of those employed in Susanville work for government agencies), it is likely that there are too many historic buildings in Susanville for all of them to be preserved via government use or purchase. The "facade easement" is a way of leaving a building in private use and enjoyment while guaranteeing that its historic appearance will not be altered. The owner grants the City a "facade easement" in which the owner agrees not to change anything on that face of the building without review and approval by the City. The owner can continue to use, enjoy, and rent or sell the property without interference from the City, and the facade easement is transferred, along with the title, whenever the property is sold. A facade easement can be granted for one or any number of building faces.



Figure 6-4: Residence at 140 North Roop Street.

In many cases, there may not be an immediate incentive for the owner to offer a facade easement to the City. Such easements have been obtained when an owner approaches the City with plans for expansion, remodeling, or even demolition—plans that require a permit granted by the City. At that point, the City may negotiate for the facade easement, either in exchange for some consideration in the granting of the permit, or for payment by the City to the owner.

Action program [8]: Appoint an historic preservation commission to formulate a preservation program, and apply to the State for status as a Certified Local Government.

Such a commission need not be a new and independent body. For example, its work could be incorporated with that of the design review board (described on page 114). The local historic preservation program should address constraints imposed by modern-day building codes. The State's building code for historic houses should be adopted locally. It requires historic buildings to meet the safety standards of the Uniform Building Code, but it provides alternatives to the unsympathetic corrective techniques that are required for more modern buildings.

Action program [9]: Apply to join the Main Street Program of the National Trust for Historic Preservation.

The Main Street Program requires a financial commitment by the private sector to fund the salary of a project director. Cities apply to the State, and five or six are chosen annually to participate in the three-year program. Quincy is the nearest participating community.

Policy e. It is City policy to discourage the demolition of existing buildings that still have a remaining useful life.

Action program [10]: Except in cases of public hazard, the City will not grant demolition permits for buildings until a building permit has been issued.

By ordinance, demolition permits will be issued only in accordance with established guidelines and will require City review and approval of the replacement.

Policy f. City policy is to encourage the adaptive re-use of existing buildings.

Often the cost and effort needed to upgrade and maintain older structures places them at an economic disadvantage compared to new developments. In some situations, it may be prudent to allow, in historic buildings, multi-family residential uses or business activities that would normally not be permitted under zoning. The Roseberry Guest House on North Street, at the end of Lassen, is a good example of the kind of "adaptive re-use" that should be considered for historic homes.

Action program [11]: Provide incentives for rehabilitation and improvement of structures through loans or other programs.

Policy g. Identify Susanville with its location and resources.

Action program [12]: Join with the Lassen County Chamber of Commerce and LEDCo to promote the natural scenery and recreation facilities in and around Susanville.

The Susan River and Piute Creek

The significance of the Susan River lies in its roles as a natural habitat, a carrier of flood waters, a centerpiece of Susanville's identity and local history, a recreation resource, and a waterway of potential beauty. Large areas near the river stand open but are inaccessible. Many are in the flood plain. The General Plan designates some of these areas as open space. However, making the river attractive for recreation will involve stabilizing and upgrading the banks, changing abutting land uses that degrade

the river, requiring recreational uses to be sensitive to the environment, and assuring that private redevelopers retain river-related open space within adjacent private developments. Goals 5–10, policies “h” through “o,” and Action programs 13–25 address these concerns.

Goal 5. Preserve and protect all bodies of water in their natural state as open space, resource, and habitat.

Goal 6. Maintain the integrity, natural appearance, and qualities of all bodies of water.

Goal 7. Assure the appropriate use of riverside lands.

Policy h. The City shall enhance the Susan River and its banks as a scenic resource.

Policy i. The City shall pursue the cleanup and beautification of the Susan River, Piute Creek, and their banks.



Figure 6-5: The Organized Sportsmen of Lassen County teamed with community volunteers and City officials to clean debris from the Susan River.

Policy j. It is City policy to protect springs and sloughs.

Action program [13]: Apply to the California Urban Streams Restoration Program (offered through the California Department of Water Resources) for funds to clean up and stabilize the river and creek banks. With or without funds, begin a cleanup of the Susan River, Piute Creek, and adjacent lands.

An overall effort will be made to restore and rehabilitate Piute Creek and the Susan River. Attempts will be made to reclaim culverted sections of Piute Creek and return them to their natural state. In the long term, the City envisions that the Piute Creek culvert under Main Street will be replaced by a bridge over a free-flowing stream.

Action program [14]: The Parks and Recreation staff and Commission will coordinate volunteer work, including clean-up work along the river.

River banks should be kept natural. After debris and trash are removed, banks should be planted as necessary, using appropriate plant material. Septic systems should not be allowed to discharge into the river or its tributary areas.

Policy k. The City shall encourage cooperation among those agencies that have jurisdiction over, or interest in, reviewing development along Piute Creek and the Susan River.

Action program [15]: Request the Bureau of Land Management, State Lands Commission, the Department of Fish and Game, the County, and any other agencies having jurisdiction over or interest in development along the Susan River and Piute Creek to review major building expansions (those over 3,000 square feet in gross area), redevelopment projects, or subdivisions of land along the river.

Setbacks from the top of the bank should be required for all development or redevelopment along the river and creek.

Goal 8. Insure safe and scenic public and handicap access to Piute Creek and the Susan River, along the full length of both streams where feasible.

The urban river is the most intensely used and most often abused resource on earth. The Susan River is a special resource that has been ignored for several decades and has enormous recreational, commercial, and visual potential. Parts might be redeveloped in a very urban, citified manner. In other places, the river's natural beauty can be preserved or restored. Once the City has defined the improvements it wishes to make to the riverfront and decides where open space easements or acquisitions are desirable, pedestrian and bicycle access can be designed. A riverside bike route can become a southeastward extension of the Bizz Johnson Trail along the river until it reaches State Highway 36 southeast of the city.

Policy l. As development and redevelopment occur, the City shall require public access to and along the Susan River from the nearest public streets and walks.

Action program [16]: Require businesses that abut the Susan River, Piute Creek, or Memorial Park to orient any new structures toward those natural features.

Action program [17]: Enact an ordinance to require dedication of an easement for public access to and along the river for all new riverside development or redevelopment within the City limits.

Goal 9. Open up views of the river to the public.

Policy m. The City will work through the Parks and Recreation Commission, the Chamber of Commerce, the school districts, and the County to open the river to public view and use.

Policy n. Paths along the river shall be designed to address the safety and security of pedestrians and bicyclists.

Action program [18]: The Parks and Recreation staff and the Planning Commission will identify, in the General Plan, specific locations for parks and pathways.

Action program [19]: Develop public parks along and adjacent to the river and Piute Creek, and integrate bicycle and handicap paths into the park design.

Action program [20]: Create a riverfront route for pedestrians and bicyclists along the river's edge for its full length within Susanville.

Action program [21]: Place pedestrian and bicycle bridges across the river and Piute Creek at critical points to connect to paths and sidewalks.

Action program [22]: When new vehicular bridges are built, provide pedestrian and bicycle paths across the river.

Action program [23]: Design the paths along the river so that they can be observed from nearby streets and occupied properties.

Paths should not wind into hidden coves or areas of heavy vegetation. Safety along the path system will be enhanced if the paths—and people on them—are always visible from buildings or adjacent streets or walks.

Goal 10. Create a relationship between the Susan River and Main Street.

Policy o. The City will designate and map specific areas along the river to be redeveloped for public enjoyment and use, and which will have pedestrian and handicap access from Main Street.

Action program [24]: Acquire land for, and design, a riverfront park that will tie the Little League Fields to the High School athletic fields, and tie both of them to Memorial Park.

Action program [25]: The City shall prepare a comprehensive summary of all programs and ordinances that address water quality, public access, habitat preservation, development review procedures, flooding, and bike and pedestrian routes along the Susan River and Piute Creek.

ASSURING ATTRACTIVE GROWTH

The words “development” and “change” go hand-in-hand. Quite often, residents of an area object to development because it brings unwanted change, such as increased traffic and removal of major trees or vegetation without their replacement. But the words “development” and “unattractive” need not be synonymous. Many California communities have taken charge of their own future appearance by regulating the aesthetics of development to the extent allowed by California law.

Among the most common regulations are those that—

- prohibit the removal of large trees unless they are replaced in kind;
- require substantial landscaping of commercial and industrial buildings and parking lots;
- control the size, height, placement, and color of signs; and
- establish a process whereby the general appearance of a building or an entire development is reviewed according to a set of adopted criteria with respect to architectural style, materials, and colors.

Accordingly, the following Goals 11–13, Policies “p” through “t,” and Action programs 26–29 address design review² and related public improvements.

Goal 11. Upgrade the quality of all development, existing and future, and assure that new development is attractive.

Policy p. The City shall exercise greater control over growth.

Susanville residential areas have grown haphazardly to the northwest. Essentially, all of the development taking place in the unincorporated area beyond the northern City Limits is strung out along one long cul-de-sac, with only one road leading into the city. Although this situation will be partially cured by County development of new roads connecting the new residential areas to Highway 139 to the east, the impact of the unincorporated developments on the City’s infrastructure and traffic has been recognized. The quality and resulting appearance of that growth are also at issue, since—as is only

² Design Review: The comprehensive evaluation of a development and its impact on neighboring properties and the community as a whole, from the standpoint of site and landscape design, architecture, materials, colors, lighting, and signs, in accordance with a set of adopted criteria and standards.

natural given their different spheres of jurisdiction—the County and City utilize different standards for new development.

This General Plan represents a major policy step toward managing the growth of Susanville. Annexation of adjoining areas prior to their development will be the single most important mechanism for Susanville to employ in managing its growth and controlling its own destiny as a community.

Policy q. The City shall promote better looking commercial and industrial developments, remodelings, and signs.

Action program [26]: Adopt a design review ordinance which establishes a formal design review process and includes design guidelines for all new commercial and industrial developments, remodelings, and signs.

The City should examine and adapt to Susanville the controls that other cities have found effective in enhancing the quality of development. It is important to distinguish between “design control” and “design review.” “Design control” requires that certain specific things be done and that other things *not* be done. Design control language normally is found within the zoning ordinance. “Design review” usually refers to a system set up outside the zoning ordinance whereby projects are reviewed against certain standards and criteria by a Design Review Board or committee.

Design Review Boards can be independently established by, and report to, the City Council, or they can be established as a committee of, and responsible to, the Planning Commission. Susanville must look at which model best fits the community.

The advantages of a Design Review Board separate from the planning commission are that the additional workload is spread among a larger number of laypersons, appeals from the decision of the Board can go directly to the City Council without first having to pass through the planning commission, and the Board members can more easily focus on their roles as arbiters of aesthetics and stay out of land use and zoning decisions that are the province of the planning commission.

Disadvantages include additional workload for the City staff (the City’s planning staff has one more Commission that it must service with agendas, reports, and minutes), and the difficulty of finding—in a small town—the design talents needed for the board. The board need not be made up of lay persons; it can be composed of City staff members.

The advantages of a Design Review Committee under the planning commission are that the committee members are already familiar with the planning processes in the city and the larger planning and design issues, and new talent does not have to be sought. Also, design review approvals or appeals from the committee level can be handled as a separate part of the planning commission agenda, either at the beginning or end of the regular planning commission meeting, or in an afternoon session in advance of the regular meeting. This tends to reduce somewhat the additional staff workload.

Whichever approach is taken, the review process and the committee’s membership and charge should be established by ordinance. The ordinance should spell out the goals and purposes of design review, the makeup of the board or committee created, the manner in which committee members will be appointed, the procedures they will use to review projects, the types of projects which will be subject to review, the method of application for design review, the actions required of the committee (and the time frame within which action must be taken), and the standards that will be used by the committee in making its review. It should be clear that, in Susanville, the design review body will also evaluate murals, and may be asked to expand its purview to deal with protecting the overall character of the community.

Goal 12. Promote high quality growth in keeping with Susanville's heritage and environment.

Policy r. Educate property owners and developers to capitalize on Susanville's positive attributes (e.g., the river, Uptown, the gunsmithing program at the College, views, scenery, and Inspiration Point).

Goal 13. Require public sidewalks on all residential and commercial streets.

Policy s. The City will, by ordinance, require the construction of curb, gutter, and sidewalk—and handicapped ramps at corners—on all streets.

Policy t. The City will re-examine its policy as to whether street trees will be planted behind a sidewalk adjacent to a curb and gutter; or whether they shall be planted in a parkway strip between the sidewalk and the curb.

Action program [27]: Establish a regular City sidewalk construction program.

The City can consider funding the program by a building permit fee set-aside or a fee on the transfer of real estate. Chapter 10 of this General Plan presents some of the financing options available to the City to implement the various programs of the General Plan.

Action program [28]: Inventory all streets in the City (1) to identify those sidewalks that are built to City standards and those that are not, and (2) to prioritize the need for replacing or building new sidewalks.

Action program [29]: Delineate those areas (of at least one-half block in size) that have parkway strips; and assure, by ordinance, that such planting strips will remain even when sidewalks are replaced in accordance with City standards that otherwise require sidewalks to be integral with and adjacent to curbs and gutters. Coordinate with tree planting and removal policy and/or ordinance.

When trees are planted on both sides of a street in "parkways" or "planter strips" between the curb and sidewalk, the apparent width of the street is reduced by the overhanging canopy of leaves. Conversely, when sidewalks are constructed adjacent to and integral with the curb, and street trees are planted behind the sidewalks, the greater expanse of unrelieved pavement makes the street seem wider. In most cities—and this is true in Susanville, too—the older streets have planter strips; the newer streets don't. The planter strip produces a scale more comfortable to the pedestrian; the integral curb-and-sidewalk creates a street more inviting to the auto and higher speed traffic. For these reasons, urban designers and many traffic engineers recommend planter strips in residential neighborhoods, and wherever slower speeds are desired.

Many residential streets in Susanville have no sidewalks; some have only discontinuous sidewalks installed in front of one or two properties; and some—especially in Uptown—have sidewalks behind the planter strips. In all of these cases, the City has been requiring new or replacement walks to

be placed adjacent to the curb. Instead, the City should identify (on a map) those areas where sidewalks, as a rule, are located behind planter strips, and should require new or replacement sidewalks to match the width, location, and elevation of existing walks.

IMPROVING EXISTING NEIGHBORHOODS AND COMMERCIAL AREAS

Goal 14. Improve the appearance of all neighborhoods.

Policy u. Educate the public regarding the planting, maintenance, and removal of trees.

Action program [30]: Draft an ordinance to regulate the planting and management of street trees.

Trees benefit the city and its residents in a number of ways. First, trees are consciously appreciated for their beauty as well as for the shade and general cooling they provide in summer. Second are the subliminal effects: for example, planners, landscape architects, and traffic engineers have observed that motorists tend to drive more slowly on tree-lined streets.

Reasons usually given for not planting trees are (1) they require too much maintenance or water; (2) they are dirty, dropping leaves and branches that have to be cleared; (3) cars back into them and bend or break them; and (4) they provide shade in winter when sunlight is wanted. However, all of these problems can easily be avoided if trees are carefully selected for their growth characteristics, and planting locations are well-planned.

Reasons commonly given for planting street trees are (1) to unify the face of the street where there are diverse functions or facades (e.g., along the length of Main Street); (2) to give the street an appearance of depth and spatial volume; (3) to separate pedestrians from autos, both physically and psychologically; (4) to provide shade and shelter in summer while allowing sunlight to filter through in winter; (5) to bring attention and shoppers to shopping centers; and (6) to increase property values. A comprehensive city-wide tree-planting and tree management program could be developed to assure a proper selection of trees with respect to shape, shade, and growth characteristics, suitability in the urban environment, and the general long-term health of the "urban forest."

The policies used by the City's Street Tree Committee could be incorporated in the ordinance, but they should first be reviewed to determine their applicability and usefulness to current concerns. For example, a number of evergreen species are listed as acceptable street trees. However, when evergreens are planted on the north side of an east-west street, they block out winter sunlight and retard the melting of snow and ice. Logically, the list should allow evergreens on the south side of east-west streets, but not on the north; and evergreens should be used with caution in other locations where it will be important to allow sunlight to filter through the bare branches of deciduous trees.

Policy v. The City shall promote educating homeowners about housing rehabilitation and maintenance opportunities.

Action program [31]: Continue and expand the City's housing rehabilitation program.

Since 1977, the City has provided advice and has made low interest loans to qualifying homeowners who want to improve their properties. Details are provided in the Housing chapter of this General Plan.

Action program [32]: Trash/refuse containers shall be changed regularly by Sanitation Company (by ordinance in conjunction with trash collection program.)

Action program [33]: Coordinate a utility undergrounding program with LMUD and Citizen Utilities Company, and target and schedule specific areas for removal of overhead wires.

Action program [34]: Establish loan programs for exterior improvements.

Goal 15. Improve governmental efforts to keep the community clean.

Policy w. The City shall promote the cleaning, fixing, and painting of building exteriors, yards, and fences.

Policy x. The City will enlist its employees and the public in a continuing effort to improve the city's cleanliness and appearance.

Action program [35]: The City will prepare and distribute information to new residents to apprise them of the City's policies and requirements regarding trash removal, wood-burning, vehicle parking, etc.

Action program [36]: The City shall provide (either directly or through contract) garbage collection service as part of a municipal trash collection program.

Such service will be universal, coincide with curbside recycling, include education and marketing, be phased according to a 20-year plan, and be coordinated between City and County.

Action program [37]: Continue efforts to abate weeds and remove trash.

The public will be encouraged to notify the City of weed and trash conditions that need attention. The City will notify the offender and will enforce City codes in order to obtain a corrective action.

Action program [38]: Stock city vehicles with "problem-identification" forms.

Under this program, approximately 50 City employees, who may spot problems while making their daily rounds, will record the nature and location of the problems and call them to the attention of the appropriate department or agency.

Action program [39]: Enact an ordinance providing for the posting of no-parking hours on all City streets for the purpose of cleaning the streets.

Goal 16. Improve the appearance of the community at its edges.

Policy y. It shall be City policy to create a harmonious juncture between residential, and commercial and industrial development.

Action program [40]: Adopt an ordinance requiring all businesses to use permanent walls and/or maintained landscaping to shield their rear and/or side service areas from public view and from neighboring residences.

Walls will be required wherever commercial and residential uses abut or are across an alley from each other. In all other situations, landscaping alone will suffice.

Policy z. The City shall soften the "edge" where the built environment meets the natural environment.

This task will fall to the Design Review Board. See Action program 26 and the text following.

Goal 17. Control sign and billboard clutter while giving advertisers freedom to communicate their messages.

Policy aa. Limit the number and size of signs per parcel.

Policy ab. Reduce the number of overly-large, bright signs.

Policy ac. Make signs more attractive and readable.

Policy ad. Strive to improve the design quality of private development and the overall character of the city's streets.

"Sign clutter" is a problem all along Main Street, day and night. Entering Susanville on Highway 36 from the south, the motorist is greeted with a clutter of inharmonious signs not befitting a prominent entrance to any city. The only way to reduce the visual affront to the motorist is to remove and replace the signs. The maximum height of free-standing signs should be reduced from the present 35 feet to no more than 15 feet. Only one such sign should be allowed per parcel. Rotating and roof-mounted signs should not be allowed. Wall signs—whether painted or mounted—should be limited by a set ratio of sign area (in square feet) to wall area.

In recognition of the money invested in signs, an amortization period should be provided based on the age of the sign, so that the non-conforming signs need not be removed immediately. The Chamber of Commerce could be asked to persuade its Susanville members that all merchants would benefit if signs were modernized and reduced in size at an earlier date than they would otherwise be required to meet under a new sign ordinance.

Action program [41]: Enact an interim ordinance as soon as possible to regulate the height, size, illumination, and number of signs allowed on commercial and industrial parcels.

Action program [42]: Adopt a permanent sign ordinance on completion of the General Plan, and require amortization of all non-conforming signs within three years

of the effective date of the ordinance or 15 years of the original installation of the sign, whichever is later. Any repair or change in material, wording, logo, etc., will require that all signs on the same property conform immediately to the ordinance. Recently completed projects that have received Planning Commission review and approval must comply with the new sign ordinance within one year of its passage.

Action program [43]: Signs, including any free-standing structures on which signs are mounted, must be removed within 45 days of vacating business.

Action program [44]: Require parking lots, buildings, exterior remodelings, and signs to undergo a formal design review process. (See Action program 26, page 114.)

APPEARANCE AND COMMUNITY PRIDE

Goal 18. Involve each individual and their family in making the community cleaner and more beautiful.

Policy ae. The City shall regulate the exterior storage of vehicles and trash.

Action program [45]: Enact an ordinance to prevent an undrivable auto, undergoing repair, from being stored and worked-on for more than 72 hours on the public street.

Action program [46]: Require screening of vehicles, trash, or junk, from public view.

Action program [47]: Upgrade and enforce the nuisance ordinance.

Action program [48]: Establish several yard clean-up, weed trimming, and trash removal days during the year.

Action program [49]: Establish an annual front yard landscaping competition.

Action program [50]: Enforce ordinances and State Law restricting vehicles from parking on the street more than 72 hours without being moved, and enforce the removal of vehicles.

Goal 19. Add art in public places in Susanville.

Sculpture and statuary provide much-needed interest and variety, but money is rarely available for acquisitions. Foundations can be approached, gifts can be given by corporations, and trust funds can be established. Local and regional artists can be invited to display their work at specific locations during an annual sculpture and art festival, from which one or more works can be purchased by the City each year.

Policy af. The City will strive to place appropriate art and sculpture in parks and other public places.

A plan will be developed indicating the desired nature and location of public sculpture.

Action program [51]: Use/encourage artists to plan, direct, paint, and maintain murals on buildings and public works.

Action program [52]: Encourage major enterprises and employers to donate art for exhibit in public places.

Action program [53]: Sponsor an annual exhibition of major outdoor sculpture, to be selected and judged by a competent jury. □

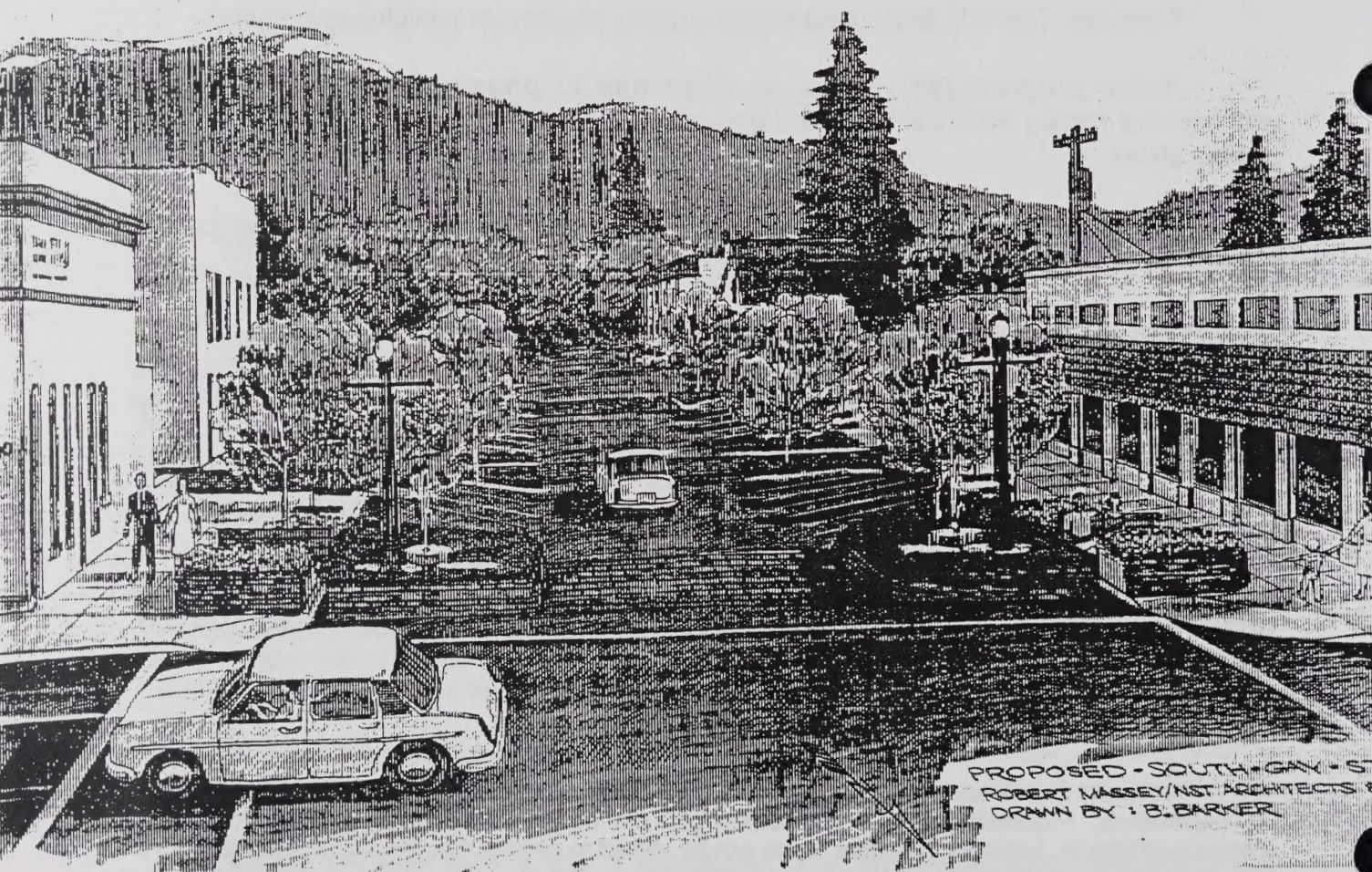


Figure 6-6: Artist's Rendering of Gay Street Mall

Chapter 7. Open Space, Parks, Recreation, and Child Care

OPEN SPACE

State Government Code Section 65560 defines open space land as “any parcel or area of land or water which is essentially unimproved and devoted to an open space use for the purposes of: 1) preservation of natural resources; 2) managed production of resources; 3) outdoor recreation; and 4) public health and safety.” This Plan proposes a network of open spaces to provide relief from urbanization, access to natural areas, and the ability to travel along open space corridors to reach destinations throughout the city. The network is created by fitting together components in a continuous series so that even if all the open spaces do not physically touch, they bear a positive and direct relation to each other.

Susanville is surrounded by mountains and hills on the north, west, and south that come down from Susanville Peak on the north and Diamond Mountain on the south. These mountains and hills provide views and open space, and define the limits of reasonable development. Other important open spaces lie within the city, along the Susan River, which parallels Main Street several hundred feet to its south, and along Piute Creek. Marshlands and sloughs mark the eastern floodplain of the river after it has passed through town on its way to the Honey Lake Valley. Other urban open space in Susanville is primarily parks and school grounds.

Trees are an important element of parks and open space. The City's tree policy is discussed on pages 115-116 in the Community Character section of the Plan.

Distribution of Open Space Facilities

North Side

The North Side provides a significant amount of the city's urban open space—Memorial Park, the fairgrounds, and the McKinley School grounds, and farther out, the County Cemetery and Lassen Community College. Adjoining the city on the northwest is the 1,100-acre Susanville Ranch Park, given to the County in 1984.

Uptown and the South Side

The dominant open space features are Inspiration Point, the Susanville Cemetery at the south end of Pine Street, the County Courthouse lawn, the grounds of

Lassen High School, and the Little League Fields. On the south side of the river are Riverside Park, the grounds of Lassen Memorial Hospital, the Bobby Sox field next to and west of Diamond View School, the Bizz Johnson Trail along the former Southern Pacific right-of-way, and the Emerson Lake Municipal Golf Course.

Open Space Areas In and Around Susanville

Inspiration Point (12 acres) is an undeveloped open space area in western Susanville with public access.

The Bizz Johnson Trail on 25 miles of former railroad line, is used for jogging, mountain biking, and hiking. The trail provides views of volcanic cones, beaver ponds, and oak and pine forests. Railroad tunnels on the trail were closed by the BLM for repairs, but alternative routes have been constructed. The Parks and Recreation Department recommends acquiring City easements to create a path network through Susanville and leading to the Bizz Johnson Trail.

Susanville Ranch. A Master Plan for Lassen County's 1,100-acre Susanville Ranch property in northwest Susanville is in progress as of 1989. The facility will be a "working park" where extensive and intensive recreational uses will be coordinated with resource management (e.g., grazing, timber) that will contribute revenue for property development and maintenance. The inclusion of equestrian, hiking, and jogging trails, a community picnic area, an intensive recreation area, and a school site, are being proposed for the southern end of the property, while the northern part will be reserved as a resource/conservation area. (Although residential development has been proposed for the northern end, this General Plan does not endorse residential uses on the property.)

OPEN SPACE GOALS, POLICIES, AND PROGRAMS

Goal 1. Preserve scenic areas, natural habitats, and open spaces for the use and enjoyment of residents and visitors.

Policy a. The City shall involve itself in preserving and planning for scenic and open space facilities within the city and in areas peripheral to the city as well.

Action program [1]: Work with the County to create a Regional Parks and Recreation District that serves the Susanville area including Janesville, Susan Hills, Lake Forest Estates, and Golf Course.

Boundaries of the new District may correspond to those of the Lassen Union High School District. Programs and policies in this chapter that refer to the Parks and Recreation Commission or to the City will apply to the new District once it is formed.

Policy b. The City shall manage all waterways and their banks as a resource.

Action program [2]: In accordance with Community Character Action programs 14]and 18, the Parks and Recreation Commission will coordinate volunteer work for cleanup of the river banks.

Action program [3]: The Parks and Recreation Commission, with the guidance of its staff and a City/County citizens' trails committee, will plan the location of a network of interconnected parks, trails, and visitor amenities.

The Parks and Recreation Commission *also* will develop a program for coordination with other agencies, *e.g.*, Department of Fish and Game.

PARKS AND RECREATION

A public opinion survey which was completed in preparation for a 1982 update of the General Plan's Recreation Element showed that Susanville's recreational facilities were used by 87 percent of all residents, and 69 percent of residents lived within one-half mile of one or more park facilities. Eighty-one percent of those surveyed felt that there was an insufficient number of recreation areas, facilities, or programs in Susanville. More than half of all those surveyed felt a neighborhood park was needed in northwestern Susanville. Respondents also expressed interest in a continuous trail along the Susan River and Piute Creek. (Residents in the northwestern area of the city comprise the majority of those who live farther than one-half mile from recreational facilities.)

In 1988, the Susanville Parks and Recreation Commission established standards for meeting the parks and recreation needs of its citizens. The Commission set standards based on a city population of approximately 7,000, while realizing that in practical terms, the service area population for Susanville's facilities is closer to 20,000, as residents from the nearby communities of Standish, Westwood, Janesville, and Milford also use Susanville's facilities.

Existing Parks and Recreation Facilities in Susanville

Figure 7-1 on the following page shows the location of the existing park and recreation facilities discussed below.

Neighborhood Parks

Neighborhood parks serve the recreational needs of people living within a one-half mile radius of the park and also tend to contribute to neighborhood identity. Susanville has three neighborhood parks, described on page 125.

SUSANVILLE GENERAL PLAN

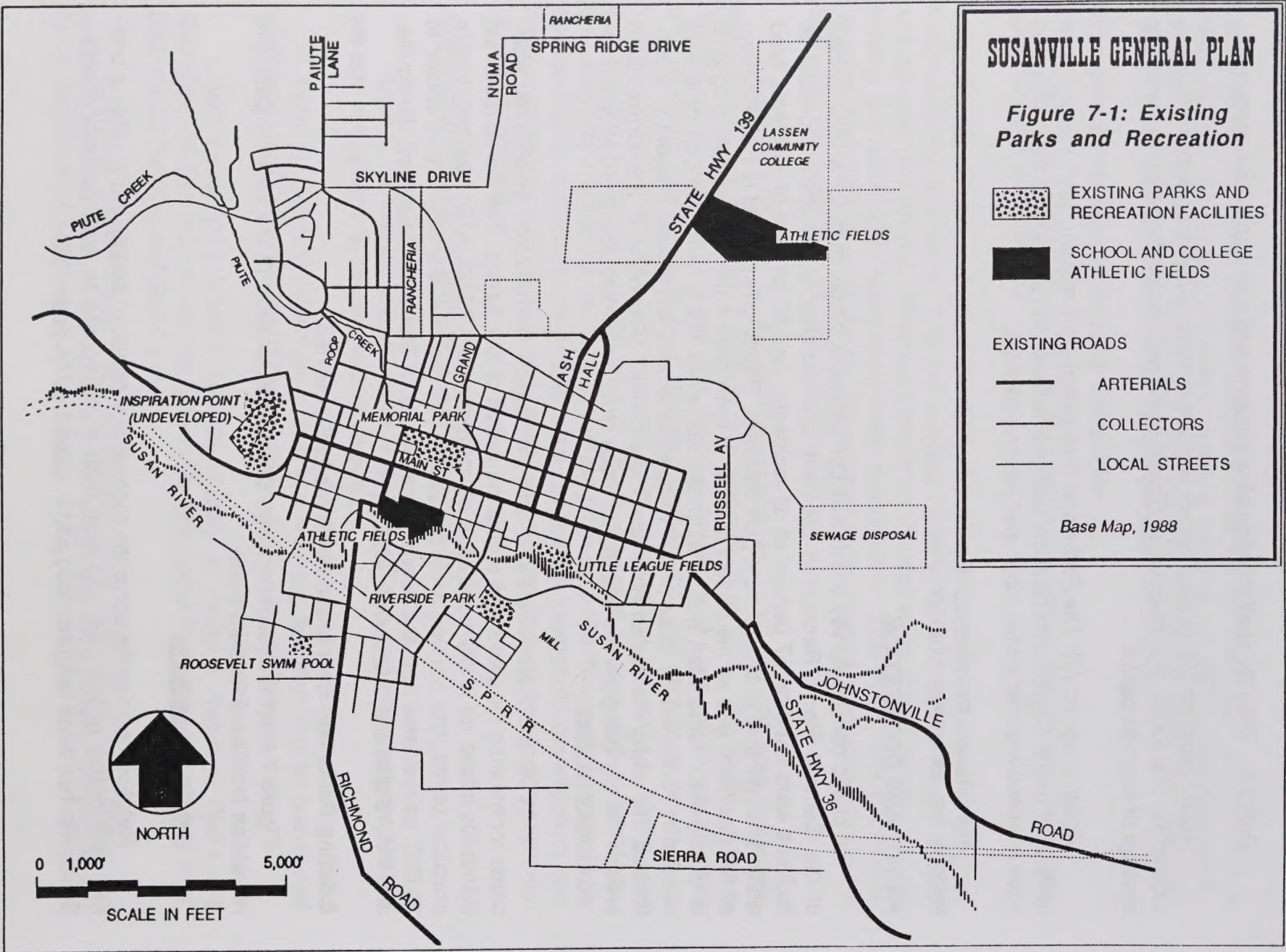
Figure 7-1: Existing Parks and Recreation

-  EXISTING PARKS AND RECREATION FACILITIES
-  SCHOOL AND COLLEGE ATHLETIC FIELDS

EXISTING ROADS

-  ARTERIALS
-  COLLECTORS
-  LOCAL STREETS

Base Map, 1988



NORTH



SCALE IN FEET

Riverside Park (5.5 acres) has a multi-use field, softball diamonds, bleachers, parking area, individual and group picnic area, convenience building, walking or jogging paths, tot lot playground, and pedestrian paths. The Parks and Recreation Commission has suggested the addition of eight picnic tables at Riverside Park.

Pat Murphy Little League Fields River Park (7 acres) combines open space, picnic tables, nature trails, rest rooms, a children's play area, three baseball diamonds, bleachers, and barbecues.

Diamond View Bobby Sox Field (3 acres) is an open grassy area with two softball fields in southern Susanville.

Community Parks

A community park provides recreational opportunities beyond those supplied by neighborhood parks and is larger in scale than a neighborhood park but smaller than a regional park. Susanville has three community parks.

Memorial Park (11.5 acres) has a children's playground, a baseball diamond and grandstand, an open space park, a museum, Roop's Fort, tennis courts, a small community center, the Parks & Recreation Department day use facility, a wading pool, rest rooms, picnic tables and barbecues, a rose garden, drinking fountains, and park benches. The Parks and Recreation Commission has suggested the addition of five picnic tables at Memorial Park.

The Roosevelt Swimming Pool on South Street in south Susanville is well-used by Susanville residents as well as by residents from the neighboring communities of Standish, Westwood, Janesville, and Milford. There are also volleyball courts, picnic tables, and horseshoe pits on the grounds.

The expansion of the *Susanville Municipal Golf Course* (190 acres four miles south of Susanville) from a nine-hole golf course to a regulation size 18-hole course, is being promoted by the Parks & Recreation Commission and the General Plan Coordinating Committee.

Recommendations by the Parks and Recreation Commission

In 1988, the Parks and Recreation Commission developed standards for meeting the recreation needs of Susanville residents through the development of new facilities and upgrading existing facilities. The needs identified are: two baseball fields; two softball/soccer fields; batteries for lighting the two existing tennis courts, and the addition of two more courts with lighting; two multi-purpose playfields; and two neighbor-

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hood recreation centers. The small community center at Memorial Park could fulfill the need for one of the neighborhood recreation centers, and a new one should be built. The commission also suggested that a new community center be constructed, with the capacity to accommodate a museum, a performing arts center, arts and crafts studios, an ice skating rink, a wading pool, a kitchen, and day care facilities.

In addition, the existing 105-foot Roosevelt pool in south Susanville should be modified so that it can meet competition standards. This can be achieved by the construction of a wall dividing it into two pools. It is also recommended that nine holes be added to the existing Emerson Lake nine-hole golf course in order to make it a standard-sized course. The Commission also suggested the construction of three outdoor multi-use facilities to be used for skateboarding, basketball, and roller skating, *etc.* Three additional indoor basketball facilities are needed as well.

An indoor shooting range; a trap range; a motorcycle, bicycle, motocross, go-cart track; and an archery range are recommended. (These need not be City facilities, and they need not be within the City Limits.) The Commission also suggested construction of two group picnic areas, six barbecues in a city park or open space area, and two open turfed areas near picnic areas.

The Parks and Recreation Commission also stated that a special effort should be made to involve Lassen County in the provision of parks and recreation facilities in Susanville.

The specific open space, parks, and recreation standards recommended by the Parks and Recreation Commission are shown on the following two pages in Figure 7-2.

Proposed Parks and Recreation Facilities

Along with the development of housing planned in northern Susanville, several neighborhood park sites have been designated on the proposed Land Use map and are shown on Figure 7-3, Proposed Park and Recreation Facilities. Two neighborhood parks of approximately five acres each have been proposed for the new single-family residential area north of Uptown. Two approximately 10-acre parks have been proposed near Skyline at Numa Road and bordering the Rancheria. Two other parks are planned for the area northeast of Main Street, bordering the fairgrounds.

In addition, extending an arm of Memorial Park to Main Street has been recommended, to make the entire park a more prominent visual feature of Uptown, and a potential tourist, picnic, and rest area. The commercial frontage along Main Street would be broken where Piute Creek passes under Main Street, to allow for a linear park extension along the flood plain from Memorial Park to the Susan River.

Figure 7-2: Open Space, Parks, and Recreation Standards for Susanville, May 1989

FACILITY	STANDARDS FOR POPULATION	QUANTITY EXISTING	SPECIFICATIONS	QUANTITY NEEDED
Adult Baseball Field	1 per 3,000	1	400' foul lines, lighted	1
Youth Baseball Field	1 per 1,800	3	200' foul lines, half lighted	1
Adult Softball	1 per 1,800	2	270' foul lines, lighted	2
Youth Softball and Soccer	1 per 1,800	1	240' foul lines, lighted	3
Tennis Courts	1 per 1,800	2 (with problems)	Batteries of 4, lighted	2 batteries & upgrade existing
Youth Football Fields	1 per 2,400	1 at High School		2
Community Center	1 per 12,000	1-2,000 sq. ft.	Used for theater, dance, etc.	1
Neighborhood Recreation Center	1 per 3,500	0	200-3,000 sq. ft. seniors, youth, day camp	2
Swimming Pool Complex	1 per 12,000	1 recreation size	For recreation & competition	Upgrade for competition
Golf Course	1 per 20,000	1-9 hole	18 hole	Upgrade; add 9 holes
Outdoor Multi-Use Facility	1 per 2,400	0	120' x 120'. May be used for skateboarding, roller-skating, basketball, etc.	3
Indoor Basketball Facility	1 per 2,400	1 at Lassen College	Full size w/cross courts	3
Shooting Range (outdoor)	1 per 15,000	1 at BLM	For rifle/pistol	0
Shooting Range (indoor)	1 per 15,000	0	For small bore	1
Trap Range/Skeet	1 per 15,000	1-Private	Public	1 Public

Figure 7-2 (continued)

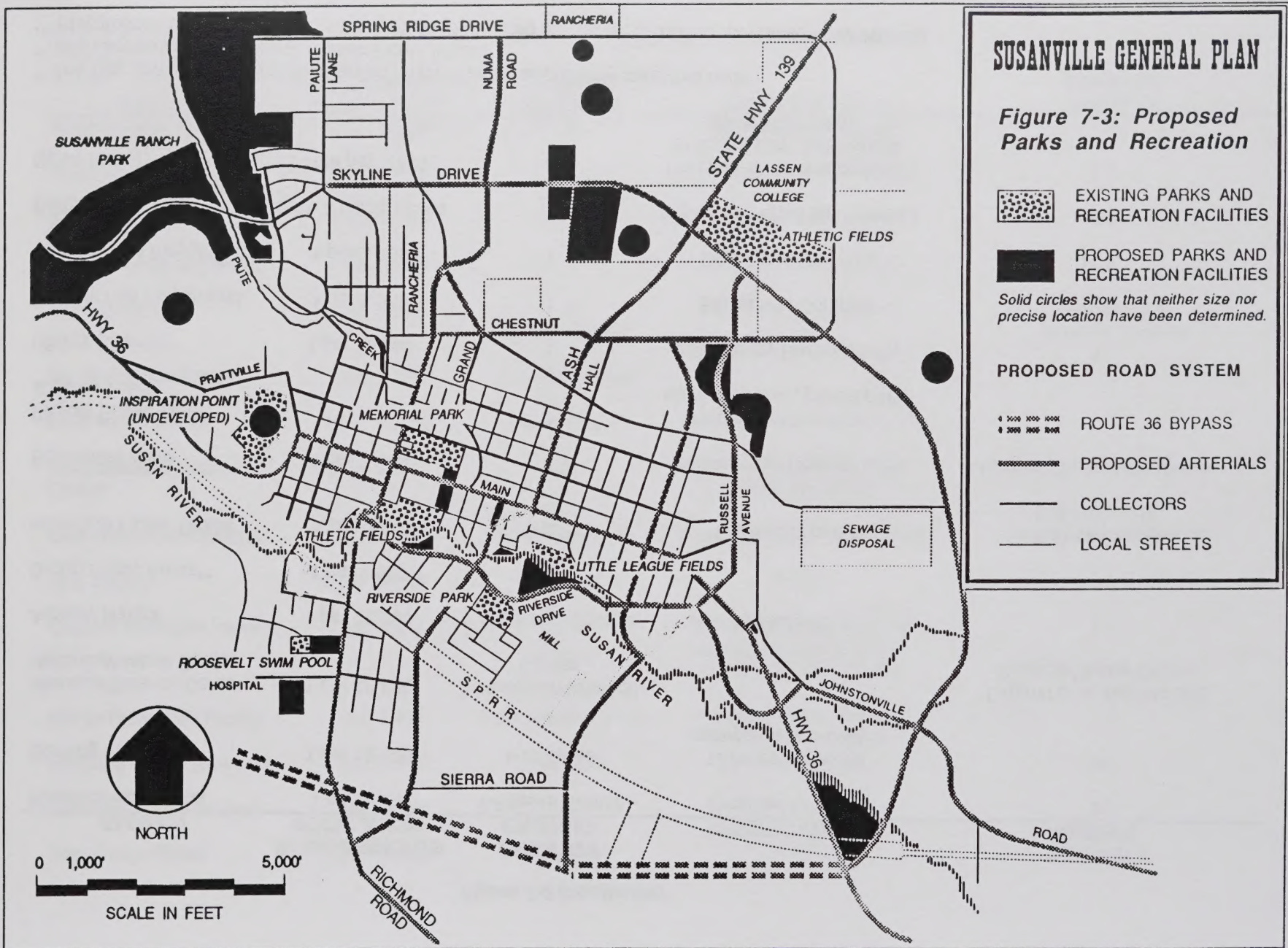
FACILITY	STANDARDS FOR POPULATION	QUANTITY EXISTING	SPECIFICATIONS	QUANTITY NEEDED
Handball/Raquetball	1 per 3,500	1-Fitness Center	Provided to Public	0
Bowling Facility	1 per 12,000	1-10 lanes	12 lanes, currently commercially provided	0
Museum/Science Center Historical/Nature Center	1 per 12,000	1 Museum/Historical Center		Expand or re-build to add Science/Nature Center
Archery Range	1 per 15,000	1 at Lassen College	10 targets	1
Group Picnic Areas**	1 per 3,500	0		2
Individual Picnic Tables	1 per 300	12	Located in parks	5 at Memorial 8 at Riverside
Equestrian Trails	1 per 7,500	*	Interagency Responsibility	Upgrade Susanville Ranch
Bicycle Paths, Trails, Jogging Trails		*	Throughout to schools, recreation area, paved paths	
Library (County)	1 per 10,000	1	Interagency Responsibility	1
Primary Age Playground	1 per 3,000	1	Equipment Complex	1***
Children Age Playground	1 per 3,000	1	Equipment Complex	1***
Barbecue	1 per 3 picnic tables	2	In park and open space areas	6
Open Turfed Areas	1 acre per 1,800	2	Can be next to group picnic areas, or part of individual picnic table areas.	2

* The Bizz Johnson Trail and Susanville Ranch together adequately meet this need.

** See Glossary for definition of "Group Picnic Areas."

***Playgrounds are neighborhood-based, so need is based on current Susanville population of 7,000.

Source: Susanville Parks & Recreation Commission



Goal 2. Provide a variety of leisure and recreation opportunities for residents and visitors.

Policy c. The City shall work with all public agencies to identify and evaluate all surplus public lands for potential park acquisition.

Policy d. The Parks and Recreation Commission shall establish performance standards which include objectives and criteria for identifying park sites.

Action program [4]: Identify resources, including City-owned and other public lands, as well as large private properties which, by the nature of their location or resources, are candidates for park acquisition; and identify desirable park locations.

Action program [5]: From a list of desirable park locations, establish a list of properties to be leased or acquired for parks or open space when funding becomes available and/or opportunities arise.

Action program [6]: Review and update existing list of facilities to be provided at each park site.

Action program [7]: Develop joint powers agreements with the school districts, public utilities, the County, and the College to develop, administer, and use parks, other open space, and recreation facilities and programs on properties including but not limited to "Susanville Ranch" and schools.

A Regional Parks and Recreation District should be formed pursuant to a Joint Powers Agreement (see Action program 1), with the intent that any redundancy in responsibilities and programs will be eliminated.

Action program [8]: Assure the 1927 train depot is preserved for use (at least in part) as a visitors' information center and a trail head for the Bizz Johnson Trail.

Action program [9]: Work with Sierra Pacific to lease or to donate to the City for park purposes the land it now owns between Riverside Drive and the Susan River.

Action program [10]: Arrange for preservation of the floodway and a portion of the flood plain at Vallejo Meadows.

Action program [11]: Prepare a list of available public facilities and requirements for the use of these facilities; periodically update and distribute this list throughout the community.

Goal 3. Provide parks and open spaces that are accessible, attractive, affordable, safe, and uncrowded.

Policy e. The City shall promote the development of private sector recreational facilities (such as tot lots within private developments, or a park at Inspiration Point) as part of new residential developments.

Action program [12]: Establish regular police patrols to provide for the safety of park users.

Goal 4. Provide new parks in areas of the city that are growing, consistent with the rate of residential development.

Policy f. The City shall encourage joint public-private development of public recreational facilities (for example the expansion of the golf course and the development of Inspiration Point).

Policy g. The General Plan shall include quantitative and qualitative standards for parks (defined as including trails, paths, and all City-owned or leased lands used for recreational purposes, whether or not those lands are within the City Limits). Such standards shall differentiate between active and passive recreation, and shall deal with the deficit in terms of the number and kinds of facilities, appropriate levels of improvement and maintenance, and the distribution of such facilities throughout the city. Park needs shall be re-assessed at least every 5 years.

See Figure 7-2, "Open Space, Parks, and Recreation Standards for Susanville, 1989," pages 127-128.

Action program [13]: Work with developers to identify desired park sites well in advance of subdivision. Obtain an optimum location for the park from the standpoints of both the developer and the community, rather than accept a residual piece of land as a park site.

Action program [14]: Enact an ordinance based on this Recreation Element of the General Plan and in accordance with State Law to require, from all those who develop housing, equivalent dedications of park land or payment of "in lieu" park dedication fees to a park acquisition fund.

Action program [15]: The City will ask the County to adopt an equivalent park dedication program (and/or to promote annexations to Susanville and the development of housing within the City Limits) so that all those developing housing in the community will be equally obligated to provide parks.

Action program [16]: Use the development review process to provide private open space and recreational facilities in residential developments where feasible.

Action program [17]: Use subdivision regulations and the development review process to locate parks in secure portions of subdivisions and to promote the security of park users in the design of parks.

Action program [18]: Build a combined public park and residential development on Inspiration Point.

The Land Use and Circulation map designates single-family residential with a requirement for a park and with a Planned Development overlay.

Goal 5. Increase the total area of City parks to the number of acres needed to meet the active and passive recreation demands of the community.

Policy h. Just as the City requires developers to pay for water lines to their subdivisions, the City shall require developers of housing to provide an adequate amount of neighborhood park land within or near their developments, based on the City's adopted standards.

Policy i. Identify a maximum and place a cap on the percentage of development costs the developer must pay for park and recreation improvements.

In accordance with Section 66000 of the Government Code, developers are not required to pay more than their proportionate share of impact fees, including those for traffic improvements and parks and recreation improvements. See also Action program 57 in Chapter 5, Economic Development, page 97, and Action program 8 on page 76 of Chapter 4, Circulation.

Action program [19]: Acquire for park use the vacant/demolished properties on the south side of Main Street between Pacific Street and Piute Creek, and add to this park area, via a joint powers agreement, the high school tennis courts.

These acquisitions will tie Memorial Park to the Susan River via a linear connection along one or both sides of Piute Creek. The acquisitions can be accomplished through dedication of portions of the flood plain as conditions of development approval.

Action program [20]: Construct two new regulation tennis courts by 1995.

In concert with Action program 19, the City should (1) upgrade the existing courts at Weatherlow and North Streets, and (2) consider acquiring the two high school tennis courts.

Action program [21]: Extend a window of Memorial Park one-half block to the south, along both sides of Piute Creek to Main Street.

As a planned expansion of a community park, this is an exception to the general rule that parks should not be located on major arterial streets. The extension of Memorial Park illustrated on the Land Use Map is intended to follow the Piute Creek corridor and is general in nature. The designation is intended to improve Memorial Park's visibility from Main Street, enhance park security and safety, and also make the park more apparent and accessible to visitors, in furtherance of the tourism goals of this General Plan. (See Chapter 5, pages 93–95, Goals 7–11.)

Action program [22]: Build two baseball fields (with 400-foot foul lines), two softball fields (with 270' foul lines), and two soccer fields (195' by 330') by 1995.

Action program [23]: Expand the golf course to 18 holes, and maintain it as a public facility, while recognizing the need to extend sewer and municipal water lines to that area. (Cf. Policy "f," page 131.)

Action program [24]: Re-assess park and recreation needs every five years as part of the General Plan update.

Action program [25]: Support efforts to bring a Y.M.C.A. or equivalent program and/or services to the community.

Goal 6. Promote recreational activities that meet the community's needs but which are also geared toward tourism.

Policy j. The City shall support the development of an 18-hole golf course at Emerson Lake.

Policy k. It shall be City policy to provide more and smaller neighborhood parks for current and future residents of Susanville.

Action program [26]: Develop sports and recreation programs relating to the river, the Bizz Johnson trail, biking, handcart races, kite flying, snow sports, hunting, fishing, and water sports.

Goal 7. Attempt to meet the park location criteria identified herein.

Policy l. The City shall provide neighborhood park facilities for residents living within the residential areas of Susanville, where feasible.

Policy m. The City shall encourage residential subdivisions that are developed adjacent to parks or open spaces to provide direct access to such areas and also to utilize such areas to provide open space contiguous to such developments.

Policy n. The city shall select park sites based on maximum accessibility, proper topography, and visibility from patrol cars (for the safety of park users).

Policy o. The City shall not locate neighborhood parks on arterial roads.

Goal 8. Promote improved park design.

Policy p. When planning new or redesigned parks, the City shall involve teens, seniors, and other groups in developing recreational and cultural programs to meet the needs of specific user groups.

The new Regional Park District will help coordinate efforts of the various groups.

Policy q. The City shall design parks and recreational facilities to serve the recreational and social needs of City residents of all ages, economic situations, and physical abilities.

Policy r. The City shall design parks to enhance neighborhood identity and character as well as to serve recreational functions. Each park shall be given a unique identity through differentiated plantings, play structures, terrain, *etc.*

Policy s. The City shall give consideration to impacts of parks on wildlife; shall use native plant species best suited for providing wildlife cover and food sources; and shall comply with State law regarding the use of toxic chemicals in parks.

Action program [27]: Enhance the character of neighborhood parks by adding landscaping, sculpture, and seating. Vary the landscaping, improvements, and construction materials from park-to-park.

Facilities should serve diverse groups and the needs of the community, *e.g.*, seniors.

Action program [28]: Establish a unified theme for parks by creating a park logo and a consistent design for park signs.

Action program [29]: Provide facilities for ATVs, BMX, and skateboarding.

These need not be City facilities, and they need not be within the City Limits.

Action program [30]: The City will keep an approved list of herbicides, pesticides, and fungicides that will be used to maintain parks, trails, and paths, and will encourage the private sector and other public agencies to follow the same requirements and guidelines.

Goal 9. Upgrade existing parks and facilities.

Policy t. The City shall provide a balance of recreational and cultural opportunities and facilities to serve the varied interests of the population.

Goal 10. Effectively use public facilities to serve the greatest number of Susanville residents.

Policy u. The City shall maximize its investment in existing City facilities by promoting year-round and evening programs.

Policy v. Work with the County to support and relocate the library to a more appropriate site. Criteria for the new site should include access, parking, and relationship to a school, with at least a secondary classification.

Goal 11. Add, upgrade, and maintain small park areas as entrances to—and beautification areas within—the city.

Policy w. The City shall create a Human Services Commission to address arts, leisure, cultural, and social facilities. The Commission shall take into consideration the views of specific user and interest groups.

Action program [31]: Add the triangular parcel south of and between Ash and Hall Streets as a beautification area and entrance to the city.

Action program [32]: Maintain and operate a wading pool at Memorial Park or replace it with a like facility elsewhere.

Goal 12. Enlarge the opportunities for cultural activities in Susanville.

Action program [33]: Provide for the annual evaluation, maintenance, and adequate replacement of existing recreational and cultural facilities.

Action program [34]: Identify and evaluate various financial mechanisms which can be used to maintain and operate recreational facilities and protect the City's investment in them.

Action program [35]: Develop a catalogue of gifts and donations to the City, suitable for park and recreation purposes.

Action program [36]: Develop plans for and build a community center, in either new or existing buildings, to include space for a museum, performing arts, arts and crafts studios, ice skating rink, wading pool, kitchen, and day care facilities.

Action program [37]: Consider the appointment of a museum curator/ director.

Action program [38]: Develop programs around Native American history and culture.

Goal 13. Develop a comprehensive and city-wide trails and paths system.

The comprehensive nature of the trails system and its application to the entire sphere of influence is emphasized. The trails master plan should provide the means of funding, set priorities for trail development, be prepared in cooperation with the County, be guided by a citizens advisory committee, and result in a trails dedication ordinance adopted by both City and County.

Policy x. The City shall acquire land for and provide trails and paths to and through scenic areas, natural habitats, and open spaces, as well as developed areas.

Policy y. The City shall develop marketing handouts for visitors which locate and describe scenic and passive recreation areas.

Policy z. Floodways, and flood plains as needed, shall be reserved and/or acquired, in fee or by easement, for trails and passive recreation to accommodate the facilities shown on the adopted Trails and Paths Plan map in this General Plan.

Policy aa. The City shall provide that bikeways, hiking trails, equestrian trails, rest areas, and picnicking accommodations be located within designated trail corridors, wherever feasible.

Action program [39]: Staff will assure that the Parks and Recreation Commission cross-checks with policies and programs in the Circulation Element regarding trails and paths.

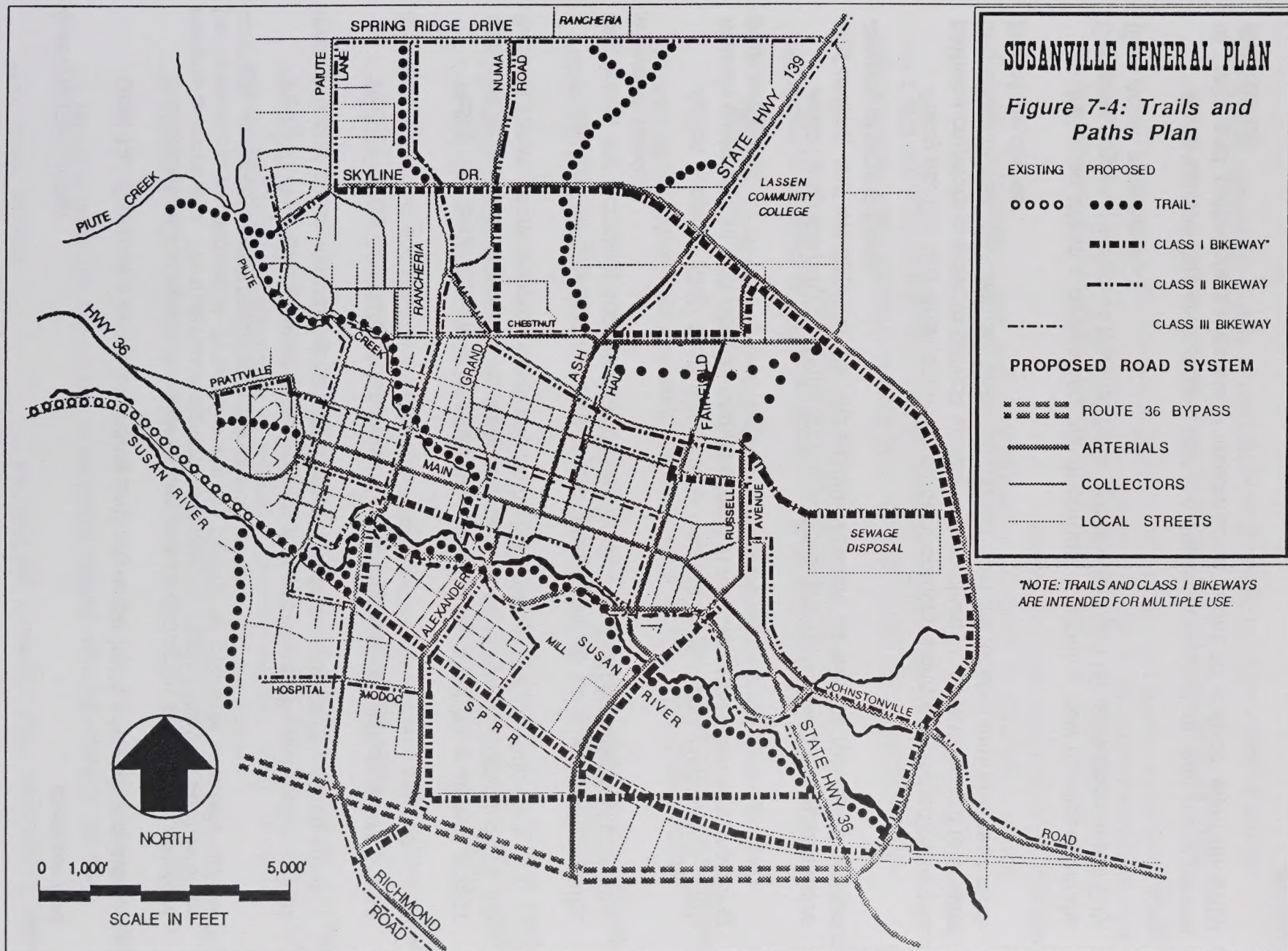
Action program [40]: Planning for paths, trails, and parks will be comprehensive and unified, and will address the recreational aspects as well as the transportation aspects of bicycle travel.

Policy ab. The City shall control land development along designated trails and pathway corridors in order to provide sufficient right-of-way for the trails and to ensure that adjacent new development does not detract from the scenic and aesthetic qualities of the corridor.

Policy ac. When a designated trail or corridor is within a new development, the City shall require developers to install trails and to offer them for dedication to the City. (See Action program 45.)

Policy ad. The City shall require that the design, construction, and management of trails and pathways be carefully executed in order to reduce environmental disturbance.

Figure 7-4: Trails and Paths Plan



1. The entire length of Riverside Drive is designated as a Class II Bikeway from Hwy. 36 west to Richmond Road.

1. Establish two trail alignments north from the fairgrounds to Skyline East extension and easterly to Hwy. 139.

Policy ae. The City shall require that bridges and other public improvements within designated trail and pathway corridors be designed to provide safe and secure routes for trails, including grade separation between roadways and trails whenever feasible.

Policy af. The City shall promote cooperative inter-agency planning of paths, bikeways, and equestrian trails.

Policy ag. The City shall incorporate trails and pathways into corridors otherwise reserved for public and utility easements.

Action program [41]: Develop a Trails and Paths Master Plan. (See Figure 7-4 on page 137.)

Trails should be designed with various users in mind—pedestrians, hikers, joggers, runners, cyclists, and equestrians. Trailheads and staging areas must be incorporated into the Trails And Paths Master Plan and the eventual designs and construction.

Action program [42]: Construct trails and paths in accordance with the adopted Trails and Paths Master Plan through properties owned or leased by the City or County.

Where trails are designated along streets, 80-foot rights of way shall be acquired (and existing rights-of-way shall be widened to 80 feet where feasible) in order to accommodate adequate width for trails.

Action program [43]: Obtain easements to accommodate the facilities and construct trails and paths through floodway and flood plain areas as needed along the length of all waterways, as shown on the adopted Trails and Paths Plan map in this General Plan. (See Figure 7-4 on page 137.)

Action program [44]: Require design review of any development within or alongside of which there is a proposed trail as identified on the adopted Trails and Paths Plan map.

Action program [45]: By ordinance, require dedications of trail and path rights-of-way for multiple use—including, but not limited to, pedestrians, cyclists, and equestrians—based on the Trails and Paths Plan map in this General Plan. (See Figure 7-4 on page 137.)

Developers will be subject to the following requirements:

1. Where a proposed trail crosses a property, dedicate to the City an easement 10 feet in width, and set back all buildings a minimum of 20 feet from the edge of the easement. Provide a landscaped buffer within the 20-foot setback.

2. Where a proposed trail is aligned along a property line, provide a dedicated 5-foot easement at the property edge, and set back all buildings 20 feet from the nearest edge of the easement.

3. The developer will construct and install, to City standards, paths, sitting areas, benches, gates, or similar improvements within the dedicated easement.

Action program [46]: Identify and obtain the volunteer assistance of service clubs to maintain trails and paths.

Action program [47]: Acquire an easement and build public stairs from Main and Pine Streets to Inspiration Point. (See also Action program 45 on page 138.)

ARCHAEOLOGICAL RESOURCES

The mountains surrounding Susanville are steep and generally forested. The mountain streams run down to the plateau above Susanville to the north and to the Susan River and the streams that form the marshlands of the Honey Lake Valley. The streams, the bounty of the nearby forests, and the open plains leading to the marshlands provided the resources needed for Indian villages. The California Archaeological Inventory (CAI) has identified and mapped 18 sites containing valuable archaeological remains just within the 13 square miles covered by the General Plan Land Use and Circulation map.

Goal 14. Promote a greater awareness of and sensitivity toward Susanville's archaeological heritage.

Policy ah. The City shall work with the County and cooperate with the CAI toward the protection and preservation of artifacts in those areas already identified as containing archaeological remains.

Policy ai. The City shall cooperate with the CAI in the development of information which will allow the prediction of additional sites likely to contain archaeological remains.

Action program [48]: Programs of public information will be initiated to make property owners aware of background data of archaeologically significant structures or sites on their properties.

Action program [49]: All development applications and public projects that require EIRs will routinely be sent to the "California Archaeological Inventory—North-east Information Center" at the Department of Anthropology, Chico State University, for review and recommendations regarding archaeological findings.

In those areas identified as being the actual or probable sites of archaeological remains, any projects on City land or requiring the issuance of permits by the City will be investigated during plan review to determine whether valuable archaeological remains will be affected by the project. Upon the first discovery of any archaeological findings, development activity will be halted until professional archaeological examination and preservation is accomplished.

Policy aj. The City shall take all possible precautions to insure that no action by the City or County results in the loss of the irreplaceable archaeological record present in the City's planning jurisdiction, and shall work with the County toward that end.

Action program [50]: The City shall promote the preservation of archaeological sites by considering any significant remains in its planning for parks.

Funds from Federal, State and local sources should be sought to acquire archaeological sites for park or other public purposes, and to preserve any artifacts.

Action program [51]: The City may permit land uses other than those designated on the General Plan Land Use and Circulation map on sites with archaeological merit, providing that the use allowed will not result in the loss of any archaeological record.

The effect of this program is to preserve archaeological qualities where the proposed use would be compatible with the existing or proposed development of the surrounding area.

Action program [52]: Where an archaeological site is in proximity to a project under review, City staff in conjunction with CAI will determine the particular qualities to be preserved and the methods of preservation.

CHILD CARE FACILITIES AND SERVICES IN SUSANVILLE

At the time of the 1980 U.S. Census, about one-third of Susanville households (838 of a total of 2,583) had children. With the large number of children in Susanville, as well as the large number of families with children in nearby towns who work in Susanville, the need for child care is substantial. At the present time, seven licensed child care facilities are operating in Susanville.

The Child Care Resource and Referral Center in Susanville provides referral services for all child care programs in the city, as well as other educational and limited financial support for parents with children. The Center has a child abuse and a primary abuse program, which informs parents, pre-school and school-age children about child abuse. The Center also has respite care funds, which will pay for occasional child care for those who are unable to afford it. The final service offered by the Child Care Resource and Referral Center is Latch Key funding for those who are unable to afford after school care for their school-age children.

Most of the child care facilities in Susanville are full and have waiting lists. The need for infant care and after-school care for school-age children is especially dire in Susanville, as most existing facilities in the city are geared to pre-school-aged children.

Existing Child Care Facilities

Sacred Heart provides child care services for children ages 2 years, 9 months to 5 years old. The facility is licensed to accommodate 15 children at one time, and operates 3 sessions for a total of 45 children.

Lassen Community College has a day care center for children of students and staff. The center is licensed to care for 30 children, aged 2¹/₂ to 7 years old.

Kids Are Us has a license to care for 22 children, ages 2 to 12 years, but usually takes children up to 8 years of age.

Valley View Christian PreSchool and Day Care Center is currently licensed to provide child care for 75 children, ages 2 to 12.

Two Headstart Programs are in operation in Susanville. Completely federally funded, the Headstart Program is targeted to low-income children. The facility located at the Susanville Rancheria has 33 pre-school children enrolled, with preference given to those of Indian descent. The Head Start facility at the Susanville Fairgrounds currently has 20 four-year-old children enrolled.

In addition to these child care centers, there are a number of family day care homes in Susanville. The City of Susanville does not have records of the exact number as the State has pre-empted city regulation of day care homes serving up to six children. The City is currently working on a plan to open a child care center.

Goal 15. Provide for the community's day care needs.

Policy ak. Promote public and private responses to Susanville's day care needs.

Action program [53]: Identify needs with respect to number of clientele, number of staff, and kinds of facilities for pre-school, after-school, and seniors.

Action program [54]: Encourage public agency and private industry responses to identified needs.

Action program [55]: Coordinate with Lassen County Child Care and Referral Service and other public and private care agencies. ☐

Chapter 8. Housing

The City of Susanville's housing policies and programs address the perceived needs for housing its population. The commitment to the citizens of Susanville is real, yet the City also recognizes that it may have difficulty meeting all identified needs. This chapter updates Susanville's hopes for the city's housing supply in light of known constraints to housing development, market conditions, and affordability. It also establishes a framework to guide decision-making and action programs for use by the City in meeting its housing needs.

This chapter is an update of the City of Susanville's 1991 Housing Element which was certified by the State Department of Housing and Community Development (HCD) in a letter dated December 2, 1991. According to the HCD certification letter, the 1991 Housing Element applied to the planning period which ended on June 30, 1992. State Housing Element Law requires that the City update its Housing element by July 1, 1992 and every five years thereafter. Therefore, this Housing Element update covers the period from July 1, 1992 to June 30, 1997 when, barring any future changes to state law, the next statutory update will be due. However, the City may update its Housing Element prior to the 1997 statutory deadline if conditions indicate that an earlier update is appropriate.

The contents of this updated chapter address the requirements of State Government Code Section 65583 and other applicable sections of Title 7, Division 1, Chapter 3, Article 10.6 of the California Government Code, also known as the Housing Element Law. The format of this updated chapter is different from other chapters in the City General Plan in that it follows very specific State guidelines with respect to the data which is gathered and examined and the subjects which are covered.

Since the time period between the expiration date of the HCD certified 1991 Housing Element and this update is less than a year, the City has determined that substantial changes to the programs and policies of the 1991 Housing Element are not appropriate or necessary. This update incorporates 1990 U.S. Census data where applicable and provides updated housing unit counts for affordable housing, rehabilitation and replacement. In addition, an analysis of subsidized housing units which may be in danger of conversion to market-rate units is included to comply with recent changes in state law. The updated programs list the agencies responsible for implementation of the programs and when the programs are to be undertaken during the planning period of this update.

This updated chapter will also review the process used for public participation leading to adoption of the 1991 Housing Element and this 1993 update, evaluates the achievements of the 1991 Housing Element, and gives the current and projected status of the housing supply and its relationship to the various kinds of housing needed by Susanville residents.

The updated goals, policies, and programs are listed under three major subjects: *HOUSING VARIETY, HOUSING OPPORTUNITY, and HOUSING QUALITY.*

PUBLIC PARTICIPATION FOR THE 1991 HOUSING ELEMENT

Three sub-committees of between ten to fifteen citizens were appointed by the City Council covering the issues of Community Character, Local Economy, and Land Use and Circulation. The committee members included residents, representatives of local businesses, the president of Lassen Community College, the superintendent of the local elementary and high school districts, employees of the Bureau of Land Management (BLM) and the U.S. Forest Service, realtors, an attorney, builders, County planning staff and others. As a result, the sub-committees were endowed with a variety of talents and interests. Each sub-committee met anywhere from three to six times between April and August, 1988 to help develop the draft General Plan update.

Notices of the public hearings on the draft General Plan update were sent to all Susanville residents. A copy of the public hearing notices is provided as Figure 8-1. Additionally, a newspaper advertisement of over two pages, featuring the draft general plan map and a synopsis of the plan, was published in the *Lassen County Times* on June 30, 1989 to further inform the community of the upcoming public hearings.

The *City of Susanville General Plan, 1990-2010* has been described as "visionary" and the community took a great interest in the plan adoption process. For this reason, the public participation and hearing process leading to adoption of the *City of Susanville General Plan, 1990-2010*, which included the Housing Element, took over two years.

Figure 8-1: Notice of Public Hearing: City of Susanville General Plan, 1990-2010

SUSANVILLE GENERAL PLAN 1989-2010

TO: SUSANVILLE AREA RESIDENTS
FROM: City of Susanville Planning Department

The City of Susanville now has copies of its Draft General Plan available at City Hall. This Plan represents nearly two years of concerted effort by City Officials, Planning Consultants and community residents. Once adopted, it will set the course for Susanville's future growth and development into the 21st century.

The final and most critical phase of the General Plan process will begin with a public hearing. The City Planning Commission will begin the hearing process and forward its recommendation to the City Council. The first hearing to review and receive input from the public will be held Thursday, June 8, 1989 at 7:30 PM in the United Methodist Church Social Hall, 70 South Lassen Street. And, on Thursday, June 22, 1989 a public hearing will be held on the Draft Environmental Impact Report for the Plan. This hearing will also be held in the United Methodist Church Social Hall. The purpose of the hearings is to examine every detail of the General Plan text and maps, to question and discuss the implications of its recommendations, and to publicly fine tune a document that will reflect the vision and aspirations of the community. We invite and encourage you to attend these hearings and provide verbal and/or written comments.

Loan copies of the Plan are available at the College Library and Lassen County Library. Also, copies are available for loan and sale at City Hall. Any questions regarding the above may be directed to the City Planning Department, 257-2174.

The Citizens of Susanville and the surrounding area have been instrumental in the formulation of the General Plan update. These efforts are appreciated. We hope the interest and involvement will continue in the coming weeks as the process reaches its conclusion.

We look forward to seeing you on the 8th to begin the process of review and adoption.

PUBLIC PARTICIPATION FOR THE 1993 HOUSING ELEMENT UPDATE

The public participation process for this update included a press release notifying the public that the draft document was available for review and comment as well as legal notices and public hearings before both the City Planning Commission and the City Council. Due to the publication dates for the *Lassen County Times* in relation to the two public hearing dates, the local public review and comment period lasted about 45 days. The press release was published in the June 24, 1993 issue of the *Lassen County Times* and announced on the two local radio stations, KSUE and KCMT. A copy of the City Council public hearing notice for this update, published August 3, 1993, is provided as Figure 8-2.

The decision to not utilize any "special" public participation techniques was based on the following factors: (1) the extent of the public participation process for the 1991 Housing Element; (2) the short time period between the expiration date of the 1991 Housing Element and this update; and, (3) the lack of substantial changes to the policies and programs contained in the 1991 Housing Element.

Figure 8-2: Notice of City Council Public Hearing: 1993 Housing Element Update

As Lead Agency pursuant to the California Environmental Quality Act, the City of Susanville is preparing a Negative Declaration (statement of no significant environmental effects) for the following project:

CITY FILE #: GPA-93-01

PROJECT TITLE: 1993 General Plan Housing Element Update

APPLICANT: City of Susanville

PROJECT: The draft 1993 Housing Element is an update of the Housing Element of the Susanville General Plan 1990-2010. The Housing Element is a required chapter of the General Plan and must be updated every five years. The 1993 Housing Element update would cover the period from July 1, 1992 to June 30, 1997.

The draft 1993 Housing Element incorporates 1990 U.S. Census data; provides updated housing unit counts for affordable housing, rehabilitation and replacement; provides an analysis of subsidized housing units which may be in danger of conversion to market rate units; evaluates the achievements of the 1991 Housing Element; and proposes changes to Housing Element policies and programs.

LOCATION: City-wide.

The Negative Declaration is available for review at the City Planning Department, 66 North Lassen Street, Susanville, CA. The review period began July 6 and will continue through August 5, 1993.

The City of Susanville City Council will hold a public hearing to consider adoption of the above-mentioned negative declaration and approval of the 1993 General Plan Housing Element Update on Wednesday, August 18, 1993 at 7:00 PM (or as soon thereafter as the agenda permits) in the Council Chambers of City Hall, 62 North Lassen Street in Susanville. The public is invited to attend and provide written and/or verbal comments. Written comments must be received at the above address at, or prior to, the meeting date and time.

Section 65009 of the California Government Code allows the City to include the following statement in this notice: "If you challenge the City's action on this project in court, you may be limited to raising only those issues you or someone else raised at the public hearing described in this notice, or in written correspondence delivered to the City at, or prior to, the public hearing."

Any questions regarding this, or the project, may be directed to Michael Dour at 257-2174.

EVALUATION OF THE PREVIOUS HOUSING ELEMENT

This updated chapter of the General Plan replaces the 1991 Housing Element which became statutorily out-of-date on June 30, 1992. Although it was adopted in mid-1991, the previous Housing Element only contained data and relevant information through the end of 1988. In order to avoid having a gap in the data for the years 1989 through 1992, this update will include relevant information and data for this period.

Annexation Activity

Four areas were annexed into the City between January 1, 1988 and January 1, 1993. The "Ridenoure/Vossler" annexation occurred on December 5, 1988 and involved about 63 acres. The area had no existing housing units at the time it was annexed but was annexed for the purpose of residential development. About 18.1 acres of the area is currently zoned for low-density single family homes (R-1), approximately 16.9 acres is zoned for medium-density housing (R-2), and the remaining 28 acres are zoned for high-density residential development (R-3).

The "South Riverside" annexation occurred on May 11, 1989. This annexation was in a commercial area with no existing or potential housing units. The "California Correctional Center" (state prison) annexation occurred on September 3, 1991. Although the area does not contain any existing or potential housing units, the resident inmate population resulted in an increase in the City's Group Quarters population of approximately 4,250 persons.

The "Northside Reorganization" was the largest annexation area in City history and included approximately 900 acres of both developed and undeveloped lands. This annexation was completed on June 19, 1992.

An actual count of the housing units within the Northside annexation area at the time it was annexed to the City has not been done. Local Agency Formation Commission (LAFCO) staff estimated that about 400 detached single-family residences and 1000 persons were in the Northside annexation area while City staff estimates that about 300 single-family homes and 52 mobile homes were existing in the area.

The City staff estimate of 300 homes will be used for the January 1, 1993 housing unit estimate because this was the figure reported to the State Department of Finance in January, 1993. The 52 mobile homes were mistakenly omitted from the City's January 1, 1993 report to the Department of Finance but will be included in this analysis.

The current zoning for the area includes 735 acres of single family residential (R-1), 83 acres of high-density residential (R-3), 64 acres of commercial/institutional, and 22 acres of open space/recreation.

Approximately eight acres of the high-density residential zoning (R-3) in the Northside annexation area was placed in the "Mobile Home Park" land use district of the General Plan. These eight acres cover the existing Pineview mobile home park and will be re-zoned to the "Mobile Home Park" zone as part of a comprehensive zoning ordinance revision currently in progress.

Past Housing Unit Projections and Current Housing Unit Estimates

The 1991 Housing Element projected that the housing stock in the City of Susanville would be 3,119 units by January 1, 1990 and 3,322 units by January 1, 1995. The 1990 U.S. Census counted 3,124 housing units in the City of Susanville on April 1, 1990.

The State of California Department of Finance (E-5 Reports) estimated that the City of Susanville had 3,122 housing units on January 1, 1990, 3,124 units on April 1, 1990 (U.S. Census count), 3,155 units on January 1, 1991, 3,193 units on January 1, 1992 and 3,515 housing units on January 1, 1993.

Using the January 1, 1991 figure of 3,155 as a benchmark, the City estimates that 412 housing units were built or annexed between January 1, 1992 and January 1, 1993. This brought the total number of units in Susanville to estimated 3,567 by January 1, 1993. The difference between the January 1, 1993 figure of 3,515 from the Department of Finance E-5 Report and the 3,567 figure estimated by the City is a result of the City omitting the 52 units in the Pineview Mobile Home Park on its January 1, 1993 DF-102 annexation reporting form.

Thirty-four (34) units of high-density multiple-family rentals were constructed during the period from January 1, 1991 to January 1, 1993, which has served to maintain an adequate supply of rental and low-cost housing to meet the City of Susanville's needs. The remaining new construction between 1991 and 1993 consisted of 24 single-family residences.

Of the 58 new housing units built in the period between January 1, 1991 and January 1, 1993, none were specifically required to be maintained as affordable to lower-income households or senior citizens. Typically, such a requirement comes as a condition of a housing developer being granted low-cost state or federal construction financing. Two reasons why housing developers may have chosen not to seek this low-cost construction financing for the past several years may be that a large number (284) of these units were constructed during the 1980's and the City's housing vacancy rate has remained high at nine percent. However, the 34 new high-density rental units built between January 1, 1991 and January 1, 1993 are the types of units which are generally designed to be affordable to low and very-low income persons.

The State Department of Housing and Community Development (HCD) projects a need to construct 262 new housing units in the City of Susanville between January 1, 1991 and July 1, 1997. This figure includes 42 very low income units, 45 low income units, 53

moderate income units and 122 above-moderate income units. The estimated 354 units of existing housing which was annexed into the City in 1992 do not count toward meeting the City's fair-share of new housing construction.

Two factors are expected to help the City meet these housing unit projections: (1) annexation of the Ridenoure/Vossler and Northside areas, which added vacant land zoned for residential use and facilitated 20 units of new construction and, (2) overall growth in the future should maintain a steady pace with the recent groundbreaking for a new state prison in Susanville with the potential for 1,200 new prison jobs.

A review of the rental rates for apartments indicates that the 34 new high-density apartments constructed between January 1, 1991 and January 1, 1993 may be considered as affordable for low and very-low income households. Assuming that the affordability of these 34 units is equally split between low and very-low income levels, 17 very-low income units and 17 low income units of new construction were added.

Thirty percent of the way through the projection period, 40 percent of the projected need for new very-low income housing units and 38 percent of the need for new low income housing units had been constructed by January 1, 1993.

Implementation of Action Programs Contained in the 1991 Housing Element

Susanville has had limited success in implementing some of the action programs designed to implement the 1991 Housing Element for the following reasons:

- (1) The Community Development (C.D.) Department is normally staffed by two persons, the C.D. Director and an Assistant Planner. The C.D. Director position is responsible for administration of all planning and grant writing functions, administration of the City's CDBG Program, General Plan implementation, program coordination and project management. The Assistant Planner is primarily responsible for processing development permits. Loss of either of these staff persons, especially the C.D. Director, essentially leaves the City without a fully functional C.D. Department.

The C.D. Director position was vacant from November, 1990 to January, 1993 and the Assistant Planner position was vacant from April, 1990 to September, 1990. Therefore, during the peak of activity on the General Plan update, the former C.D. Director also had to process all development permit applications. The Assistant Planner who was hired in September, 1990 had no professional planning experience and staffed the C.D. Department alone from November, 1990 to January, 1993. Lacking the necessary administrative experience, the Assistant Planner spent nearly all his time processing development permits.

- (2) The limited staff time available for advanced planning project was committed to two very high priority projects, completion of the new City General Plan and the Northside annexation.
- (3) Following adoption of the General Plan, the City's outdated Zoning Ordinance required a comprehensive revision to maintain consistency with the General Plan and codify the implementation measures and programs in the Housing Element. The vacancy of the C.D. Director position delayed the start-up of the City's comprehensive Zoning Ordinance revision until January, 1993. As a result, proposed mechanisms to encourage developers to build to maximum residential densities, and guidelines for the development of second units and density bonuses for residential development which set aside units for low-income households have not been implemented.
- (4) The vacancy of the C.D. Director position from November, 1990 to January, 1993 has not allowed the City to obtain new grant funds to expand the CDBG housing rehabilitation program. The program which was in place in the mid-1980's allowed the City to substantially rehabilitate 7 to 10 low-income homes per year using CDBG grant funds. Between January, 1986 and January, 1989, 22 housing units in the city had been rehabilitated. After this time, no other eligible low-income applicants came forward, despite city staff's direct efforts to solicit new applicants. Due to the lack of new applicants, the program ended in March, 1989 and no housing units have been rehabilitated since that time.
- (5) There was less than two years between the City's adoption of the Housing Element in August, 1991 and the statutory expiration date on June 30, 1992. There was only about a year and a half between the December 2, 1991 HCD certification letter and the statutory expiration date.

Although implementation success was limited overall by the staff vacancies in the Community Development Department, some of the City's housing goals are being met through implementation of the Action Programs contained in the 1991 Housing Element. The following is a status report on the implementation of each Action Program contained in the previous (1991) Housing Element:

Action Program 1: *Conduct a periodic inventory of available land and holding capacity to ascertain that sufficient land exists to meet the needs of a range of household types.* This action program is being implemented as part of this 1993 Housing Element update and will be done on a continuing basis as part of the annual review of the City General Plan.

Action Program 2: *Identify and designate on a table in the General Plan and on the zoning map, priority sites for higher density residential development.* The 1991 Housing Element included tables 8-13 and 8-14 which identified approximately 217 acres of vacant and underutilized parcels designated for multiple family residential use. These tables have been updated as part of this 1993 Housing Element update to include the 83 acres of R-3

property added in the Northside annexation. Notwithstanding physical or environmental constraints, all property zoned R-3 is considered to have equally high priority for development.

Action Program 3: *Identify sites for higher-value "executive type" housing.* The City of Susanville General Plan, 1990-2010, placed two large areas (one north of Prattville Road and one between Skyline Road and Spring Ridge Road) in the single-family residential land use with a Planned Development overlay. Portions of both areas have views, trees, access and other features which make them desirable for executive home sites. The owners of the Skyline/Spring Ridge area have completed the first phase of the subdivision map process and expect to begin construction in 1994. The largest land owner in the area north of Prattville Road has been in contact with City staff regarding the annexation and permit process for a master-planned residential development.

Action Program 4: *Regulate condominium conversions by ordinance.* Draft regulations will be included in the comprehensive zoning ordinance update currently in progress. The City's housing vacancy rate has remained steady at about 9 percent, well above the "trigger" vacancy rate of 5 percent cited in the 1991 Housing Element. Adoption of the condominium conversion regulations is expected in the Fall of 1993.

Action Program 5: *Develop a Mobile Home Conversion Ordinance, but permit renters to convert to owning their mobile home space irrespective of rental vacancy rates.* Draft regulations will be included in the comprehensive zoning ordinance update currently in progress. Adoption of the mobile home conversion regulations is expected in the Fall of 1993.

Action Program 6: *Amend the zoning ordinance to include a manufactured housing/mobile home park zone and continue to allow manufactured housing in all residential zones.* The City of Susanville General Plan, 1990-2010, includes a mobile home park land use district and draft zoning regulations will be included in the comprehensive zoning ordinance update currently in progress. The draft zoning regulations propose to continue to allow manufactured housing in all residential zones. Adoption of these regulations is expected in the Fall of 1993.

Action Program 7: *Continue to approve lot sizes as small as 6,000 square feet.* This applies to new conventional single-family home subdivisions. The minimum lot size for the single-family residential zone (R-1) in the zoning ordinance update is proposed to remain at the current 6,000 square foot size.

Action Program 8: *Conduct a periodic inventory of public land available for non-market rate housing.* City staff has not received any inquiries from non-market rate housing developers about the availability of public land. Therefore, the need for a formal inventory does not appear to be a high priority at this time. The Community Development Department maintains records and other relevant information on public lands suitable for housing which can be provided to interested developers upon demand.

Action Program 9: *Promote infill development of vacant urban residential land with the City and Sphere of Influence.* Both the City and County require developers to bear all costs of extending or expanding utilities to serve new developments. The cost savings to developers of infill properties for not having to extend utilities or expand the capacity of service delivery systems serves to encourage infill development. The City Community Development Department staff further encourages infill development by supporting requests for setback and other types of variances which are often needed to develop infill lots.

Action Program 10: *The City shall review and amend the zoning map to provide land in a range of residential zoning classifications appropriate to meet new housing construction needs.* The City of Susanville General Plan, 1990-2010, includes a range of residential land use districts. Amendments to the zoning map will be done as part of the comprehensive zoning ordinance update currently in progress in order to be consistent with the General Plan. Adoption of the revised zoning map is expected in the Fall of 1993.

Action Program 11: *The City shall amend its zoning ordinance to make provisions and establish guidelines for: (a) the development of second (or granny) units; and, (b) density bonuses for residential development which set aside 25 percent of their units as housing for low and lower-income households.* Draft regulations will be included in the comprehensive zoning ordinance update currently in progress. Adoption of these regulations is expected in the Fall of 1993.

Action Program 12: *Allow the construction of at least 812 housing units over the 20-year time period of the Plan.* The City's successful annexation of the 63 acre Ridenoure/Vossler area and the 900 acre Northside area provide more than enough land to meet this objective. The zoning applied to both of these areas includes approximately 753 acres of single family residential (R-1) and 111 acres of multiple-family residential (R-3). Using the maximum densities provided for in the General Plan, a total of 5,271 single family homes and 2,220 multiple family housing units could be constructed. With land availability no longer a problem, future efforts of the City will focus on providing the necessary infrastructure capacity and municipal services to meet the demands of new residents.

Action Program 13: *The City shall maintain its simple and efficient level of planning and permit approval and building inspection service, while continuing to protect the public health, safety and welfare.* The City continues to maintain a highly efficient planning and building permit process. A conditional use permit is not required for any conventional single or multiple family residential development. The City processes building permits and building inspections in about two to three days for most low-density residential developments with multiple-family projects (5 or more units) taking about five to ten days. The permit process is about three to four weeks longer for projects in the multiple-family (R-3) zone because these must have architectural design approval by the Planning Commission prior to issuance of a building permit. The comprehensive zoning ordinance update in process includes proposals to further streamline the City's planning permit process by delegating more authority from the Planning Commission to the Community Development Director.

Action Program 14: *The City shall incorporate into the subdivision ordinance a definition, policy, standards and regulations for the size and configuration of condominium housing developments. The standards shall at least include parking, walkways, landscaping and lighting provisions. Draft regulations will be included in both the comprehensive zoning ordinance update currently in progress and a subsequent update of the subdivision ordinance. Adoption of the zoning regulations is expected in the Fall of 1993 and will serve in the interim until the subdivision ordinance can also be updated. The subdivision ordinance update is tentatively scheduled to begin in early 1994.*

Action Program 15: *The City shall adopt specific requirements and standards for the building design and inspection of condominium housing as part of the building codes. Supplementary design requirements and standards for condominium housing will be included in the proposed zoning ordinance update currently in process as well as the subdivision ordinance update scheduled for 1994. Specific construction and inspection requirements for condominiums are already included in the Uniform Building Code adopted by the City.*

Action Program 16: *The City shall incorporate into its zoning ordinance design requirements and criteria for modular housing and mobile homes. Draft regulations will be included in the comprehensive zoning ordinance update currently in progress. Adoption of the modular home and mobile home design requirements and criteria is expected in the Fall of 1993.*

Action Program 17: *The City shall continue to support and operate the Susanville Community Development Department and the Susanville Housing Authority. The Department shall annually apply for State, Federal and other housing assistance programs, including CDBG funds. Housing assistance goals and policies shall be established and maintained through the Housing Chapter of the General Plan. The City has continued to support and operate the Community Development Department but at inadequate staff levels to effectively implement this action program. Operation of the Susanville Housing Authority is dependent upon the City obtaining grant funds and providing administrative oversight. The vacancy of the C.D. Director position has not allowed this to happen.*

The City was successful in obtaining a \$25,000 State HCD grant in 1991 to prepare "The Uptown Susanville Residential Analysis and Plan". Once again, the lack of staff has not allowed the City to administer the consultants and begin work on the study. In addition, the lack of staff has not enabled the City to update its Housing Element as required, which is a pre-requisite of spending the grant funds. However, the full staffing of the Department as of January, 1993 is expected to allow more progress in the future.

Action Program 18: *The City shall expend the CDBG funds currently targeted city-wide, as provided by the State Department of Housing and Community Development. The vacancy of the Community Development Director position has not enabled the City to properly administer the programs. However, the full staffing of the Department as of January, 1993 is expected to allow more progress toward implementation of this action program in the future.*

Action Program 19: *The City shall apply for State Community Development Block Grant (CDBG) funds to rehabilitate 7 homes each year. The funds shall be used to aid low-income households city-wide. The vacancy of the Community Development Director position has not enabled the City to obtain additional grant funds and administer the program. The full staffing of the Department as of January, 1993 should allow more progress toward implementation in the future.*

Action Program 20: *Create a redevelopment agency and redevelopment plan which will have as one of its purposes to encourage the construction and/or improvement of housing affordable by households of very low, low and median income. There remains a high level of interest in the benefits which redevelopment could bring to the City. The City has created a redevelopment agency but has not had the staff resources available to identify a study area, prepare a plan or carry-out a redevelopment program. With the completion of the new General Plan in 1991, and the completion of this Housing Element update in 1993, the City would have the basis against which a redevelopment plan could be prepared and considered.*

Action Program 21: *The City shall maintain a "discrimination complaints procedure" whereby a staff member is designated to receive, investigate and refer housing discrimination complaints. The Community Development Director remains the designated staff person. However, the long-term vacancy of this position has not enabled the City to maintain its local anti-discrimination outreach and information program. The City continues to seek state and federal enforcement of fair housing laws when necessary and cooperates in the investigation of housing discrimination claims.*

Action Program 22: *Correlate the vacant land inventory with existing needs of low-income and median-income households, and determine the need for redesignating land for specific housing types. This will be done as part of the annual review of the General Plan and zoning ordinance. The City made a concerted effort in the General Plan process to designate substantial areas for all types of housing, thereby not allowing planning and zoning factors to affect the development of a variety of housing types.*

Action Program 23: *Apply for Community Development Block Grant (CDBG) subsidies to assist in providing necessary infrastructure improvements in developments with non-market rate housing and leverage these subsidies. The City has not received any inquiries from potential non-market rate housing developers in the past few years about the availability of infrastructure subsidies. Therefore, this does not appear to be a high priority for developers at this time. The full staffing of the City Community Development Department should enable City staff to begin setting up the ground work for such a subsidy program so it can be available if and when it is needed.*

Action Program 24: *Relocate any City-acquired housing suitable for relocation for use by low and/or median income households. The City has needed to acquire only one house in the past few years (Richmond Road bridge project) and that residence was dilapidated and not suitable for relocation. The Community Development Department staff will continue to monitor City projects on an on-going basis to ensure that suitable housing is relocated.*

Action Program 25: *Amend the zoning ordinance to permit housing in all commercial zones, with a use permit.* Draft regulations will be included in the comprehensive zoning ordinance update currently in progress. Adoption of these regulations is expected in the Fall of 1993.

Action Program 26: *Utilize the Susanville Housing Authority to perform such activities as acquiring or leasing non-market rate housing for low and moderate income households, insuring that qualified applicants are placed in the houses and that affordability is preserved.* Operation of the Susanville Housing Authority is dependent upon the City obtaining adequate grant funding to provide the necessary support staff and administrative oversight. The City has not been able to aggressively pursue this grant funding due to the long-term vacancy of the C.D. Director position.

Action Program 27: *Use readily available methods, such as developer agreements, to encourage a full range of housing types.* The Community Development Department staff supports the use of development agreements and other methods to promote development of a full-range of housing types. Draft procedures and requirements for consideration of development agreements, as provided for in Section 65865 of the California Government Code, will be included in the comprehensive zoning ordinance update currently in progress. Adoption of these regulations is expected in the Fall of 1993.

Action Program 28: *Continue to participate in and promote the Section 8 Existing Housing Program.* Although it does not administer the program, the City continues to maintain information on where to apply for Section 8 assistance and the apartment complexes in the community which participate. City staff receives several inquiries per month from interested persons and provides the necessary referral information.

Action Program 29: *Contact non-profit housing developers to assist in identifying appropriate sites and to encourage the development of rental housing.* By identifying and zoning suitable sites and maintaining a streamlined permit process, the City has been supporting and encouraging the development of low-cost housing. However, the lack of a full staff in the Community Development Department has not allowed for the City to directly solicit non-profit developers. The City's high vacancy rate (9%) has not served to generate a great deal of interest in new rental housing development.

Action Program 30: *Review landlord-tenant complaints or refer complaints to appropriate agencies that offer mediation.* Mediation services are not available locally. Therefore, complaints must be handled on a case-by-case basis by City staff using the limited resources available. Complaints from lower-income households are referred to Legal Aid in Redding.

Action Program 31: *Periodically monitor statistics from police, County Agencies, or private organizations regarding emergency shelter needs, and cooperate with or support (financially or otherwise) public and private efforts to respond to those needs.* At the present time, existing private non-profit programs appear to be able to meet local needs with a food and housing voucher system. Monitoring will continue on an on-going basis to address new needs as they arise.

Action Program 32: *Identify sites in the City on which to develop emergency shelters and transitional housing for the homeless, as required by California Housing Element Law Section 65583(a)(6).* Draft regulations for the siting and operation of temporary emergency shelters for the homeless will be included in the comprehensive zoning ordinance update currently in process. Adoption of these regulations is expected in the Fall of 1993.

Action Program 33: *Estimate the housing impacts of, and prepare mitigations for, employment generating commercial and industrial developments that require Environmental Impact Reports (EIRs).* This is done on a continual basis as such projects are considered.

Action Program 34: *Encourage congregate care housing and senior housing with centralized facilities and services.* The City's new General Plan and zoning ordinance designate several areas for these types of housing. The City has supported these types of developments in the past and will continue to do so in the future.

Action Program 35: *The City shall add a "planned development" district to its zoning ordinance.* A draft "planned development" zoning district will be included in the comprehensive zoning ordinance update currently in process. Adoption of these regulations is expected in the Fall of 1993.

Action Program 36: *Continue to apply for CDBG funds or other State and Federal loans and grants that may become available for rehabilitation.* This is essentially the same as Action Program 19. The vacancy of the Community Development Director position has severely limited the City's ability to apply for additional grants and loans and provide the required administration. The full staffing of the Department as of January, 1993 should allow more progress toward implementation of this action program in the future.

Action Program 37: *Continue to identify target areas with housing suitable for rehabilitation.* This is done informally by the City Building Official on an on-going basis. A more formalized program would be initiated as part of the implementation of Action Programs 19 and 36.

Action Program 38: *Allow housing rehabilitation in zones where housing is non-conforming considering on a case-by-case basis the health, safety, and welfare of the community, the neighborhood character, and the desirability of mixed-use developments.* Draft regulations for non-conforming uses which effectively implement this Action Program will be included in the comprehensive zoning ordinance update currently in process. Adoption of these regulations is expected in the Fall of 1993.

Action Program 39: *Expand the Housing Rehabilitation Program to provide assistance to middle income homeowners.* The vacancy of the Community Development Director position has not allowed the City to re-activate the Housing Rehabilitation Program. Once the rehabilitation program is re-activated, it will be expanded to include middle-income households as a second priority after low-income households.

Action Program 40: *Continue code enforcement and maintenance of public areas.* This is being done on an on-going basis.

Action Program 41: *Facilitate compatibility between neighboring developments.* Draft regulations which implement this Action Program will be included in the comprehensive zoning ordinance update currently in process. Adoption of these regulations is expected in the Fall of 1993. Implementation is also done on an on-going basis as part of site plan and project review.

Action Program 42: *Continue to pursue Community Development Block Grants (CDBG) and other programs designed to improve the community's housing stock.* This program is similar to Action Programs 19 and 36. The vacancy of the Community Development Director position has limited the City's ability to apply for CDBG grants and other programs and provide the necessary administration. The full staffing of the Department should allow more progress toward implementation of this action program in the future.

EXISTING NEED

Level of Payment Compared to Ability to Pay

Providing adequate housing for a variety of income groups has become increasingly difficult. Housing costs have escalated significantly during the past few years because of higher construction costs and increasing demand, resulting in lower-income families being priced out of ownership housing and left in the rental market. This section looks at housing affordability by examining housing prices and the ability of households of different income ranges to afford the housing being built in Susanville.

Affordable Housing is that capable of being purchased or rented by a household with very-low, low, or moderate income, based on the household's ability to make monthly payments necessary to obtain housing. Housing is considered affordable when a household pays less than 30 percent of its gross monthly income (GMI) for housing, including taxes and insurance (and utilities in rental housing only).

Price of Housing

Housing in Susanville is comparable in cost to the county average, but remains well below the price of the average California home. According to the Lassen County Board of Realtors, the average home price in the first quarter of 1993 for the Susanville area was

about \$93,448 and the average mobile home price was about \$40,667. A new three bedroom "tract" home cost about \$95,000 (city staff experience). Home prices are considerably higher in certain parts of the city with amenities such as views, trees or river/creek frontage. See Figure 8-7 for a sample of home prices in the city.

The range in rental rates for one and two bedroom apartment units and three and four bedroom houses was determined by a phone survey of apartment complexes and from the classified ads in the Lassen County Times in April, 1993. The results are shown in Figure 8-3 below. The lowest monthly rents available are \$233 for a one bedroom apartment (elderly or handicapped only) and about \$275 with no restrictions. The average rent for a one bedroom apartment is about \$355 per month. The lowest rent for a two bedroom apartment was about \$300. The average rent for a two bedroom apartment is about \$405 per month. The rent for a three bedroom house varies between \$450 per month and \$850 per month. The average rent for a three bedroom home is about \$632 per month.

Figure 8-3: Apartment/House Rents in Susanville - April, 1993

<u>Unit Size</u>	<u>Low</u>	<u>High</u>	<u>Average</u>
One Bedroom Apartment	\$275	\$550	\$355
Two Bedroom Apartment	\$300	\$575	\$405
Three Bedroom House	\$450	\$850	\$632

Sources: Phone Survey by City Staff - April, 1993 and Lassen County Times Classified Ads.

Household Incomes

According to the California Department of Housing and Community Development (HCD), there were an estimated 2,869 households in Susanville on January 1, 1991. Figure 8-4 shows household income distribution in Susanville for 1991 according to the State Department of Housing and Community Development.

Household Income Definitions: Very-low income households are those households earning less than 50 percent of median income (\$0 - \$17,500). Low income households earn more than 50 percent but less than 80 percent of median income (\$17,501 - \$28,000). Moderate income households earn between 80 and 120 percent of median income (\$28,001 - \$42,000). Above-moderate income households earn 120 percent or more of median income. According to a State Department of Housing and Community Development (HCD) report issued in April, 1993, the median income in Lassen County for a family of four was \$35,000 as of May 5, 1993.

Low and very-low income households have considerable difficulty finding affordable housing. The 1990 U.S. Census indicates the number and percentage of both owner and rental households in various income groups and the percentage of their annual gross income which they paid for housing. Unfortunately, the income groups used by the U.S. Census do not correspond to the very-low, low, moderate and above-moderate income categories used by the State Department of Housing & Community Development. Therefore, a direct correlation is not possible. The U.S. Census figures for the percentage of income paid for housing for various income groups is shown in Figure 8-5.

Figure 8-4: Household Income Distribution in Susanville, 1991

<u>Relation to Median Income</u>	<u>Percent</u>
Very-Low Income	24.0%
Low Income	18.0%
Moderate Income	19.0%
Above-Moderate Income	39.0%

Source: State Department of Housing and Community Development.

Figure 8-5: Percentage of Household Income Paid for Rental Housing by Income Level, 1990

<u>Percent of Income Paid for Rent</u>	<u>Income Levels</u>				
	<u>\$0 - 10K</u>	<u>\$10K - 20K</u>	<u>\$20K - 35K</u>	<u>\$35K - 50K</u>	<u>50K+</u>
Less than 20%	12 (3.2%)	38 (13.5%)	124 (37.9%)	79 (59.8%)	86 (100%)
20%-24%	31 (8.2%)	30 (10.6%)	115 (35.2%)	43 (32.6%)	0 (0%)
25%-29%	53 (14.1%)	63 (22.3%)	29 (8.9%)	3 (2.3%)	0 (0%)
30%-34%	41 (10.9%)	33 (11.7%)	17 (5.2%)	0 (0%)	0 (0%)
35% or more	208 (55.3%)	104 (36.9%)	24 (7.3%)	0 (0%)	0 (0%)
Not Computed	31 (8.2%)	14 (5.0%)	18 (5.5%)	7 (5.3%)	0 (0%)

Source: 1990 U.S. Census - STF3 Report.

Legend: K = 1000.

As shown in Figure 8-5, 386 households (62.9 percent) making less than \$20,000 per year and 427 households (46.3 percent) making less than \$35,000 per year paid more than 30 percent of their annual income for rental housing in 1990.

Over the past several years rental rates have, for the most part, not been increasing faster than household incomes. However, household income has generally not kept pace with the rapidly escalating costs of ownership housing. Figure 8-6 indicates affordable rents for various income levels. The median household income in Lassen County in May, 1993 was \$35,000.

Figure 8-6: Affordable Rents in Susanville, 1993

<u>Relation to Median</u>	<u>Income in 1993</u>	<u>Affordable Rent</u>
Households at or below 50%	\$17,500 (very-low)	\$437
Households at or below 80%	\$28,000 (other low)	\$700
Households at or below 100%	\$35,000 (median)	\$875
Households at or below 120%	\$42,000 (above-moderate)	\$1,050

Source: Based on HCD median Income for Lassen County (\$35,000), May 1993.

There are apartments and small homes in Susanville renting for less than \$400 per month which are considered affordable to very-low income families. Nevertheless, the 24 percent of Susanville households that earned less than \$17,500 per year in 1990 are more limited in their choice of housing than households with higher incomes.

Figure 8-7, below, gives a picture of the affordability of a newly purchased home with the income required based on payments equal to 30 percent of gross monthly income. A low-income household (\$28,000) could afford to purchase the lowest priced home with an interest rate of ten percent or less. A median-income family (\$35,000) can afford the average priced unit in Susanville with a nine-percent interest rate. Many homes in Susanville are affordable to their present owners only because they have been occupied over a long period and benefit from low fixed mortgage interest rates or the mortgages are completely paid.

Figure 8-7: Household Income Required to Qualify for a Home Purchase Mortgage

<u>Home Price</u>	<u>Interest Rate</u>	<u>Monthly Payment</u>	<u>Income Required</u>	<u>% of Median</u>
\$70,000	9%	\$620	\$24,800	71%
	10%	\$666	\$26,640	76%
	11%	\$713	\$28,520	81%
\$95,000	9%	\$845	\$33,800	97%
	10%	\$907	\$36,280	104%
	11%	\$971	\$38,840	111%
\$150,000	9%	\$1,326	\$53,040	152%
	10%	\$1,425	\$57,000	163%
	11%	\$1,526	\$61,040	174%

NOTE: All calculations assume a ten percent down payment and include closing costs. Monthly payment figures provided courtesy of Central Pacific Mortgage Company, Susanville.

SPECIAL NEEDS

Some population sub-groups, such as the elderly, the disabled, farmworkers and female-headed households have special housing needs which may not be fully addressed by the conventional housing market.

Elderly and Disabled Households

Eight hundred and one (801) households were headed by persons 65 years of age and over according to the 1990 U.S. Census. Of these, 145 were renter households. The Census count indicates that 14.8 percent of the population in the City of Susanville is 65 years or older. The difficulties of elderly persons in obtaining adequate housing may be attributed to the following factors: (1) an influx of relatives of prison employees and inmates; (2) the location of Susanville along major vacation travel routes results in the community being "discovered" by elderly vacation travelers; (3) the desirability of Susanville as a retirement area due to the rural lifestyle, recreational opportunities and warm summer climate; (4) the relative affordability of housing as compared to other parts of California; and, (5) the ease of access to transportation and other needed services.

The two senior housing complexes in Susanville, Lassen Manor and Susan River Apartments, currently have waiting lists of 10-15 people, with a waiting period of up to two years. Other subsidized housing complexes in Susanville, which house seniors as well as qualified families, have similar waiting periods.

The number of disabled person who are a head of household is unknown. The 1990 U.S. Census counted 812 persons with a work disability. Of these, 181 were in the labor force in some capacity. The 1990 Census counted 223 persons with a mobility limitation, 162 of whom were persons 65 years and older.

The elderly and the disabled may need specially designed housing units in proximity to community amenities, services and transportation or affordable housing because they are often living on a fixed income. The Lassen County Branch of the State Department of Rehabilitation located in Susanville indicates that the number of referrals to that agency has increased steadily from approximately 66 in 1980 to 114 in 1988 and 125 in 1992. Cedar Chalet in Susanville houses small groups of developmentally disabled adults. While many newer buildings and sidewalks in Susanville are equipped for wheelchair accessibility, many older buildings and sidewalks are not. There is a need for more wheelchair-accessible housing units because the waiting period for such units is often one to two years.

Large Families

Approximately 265 occupied housing units, or 9.3 percent of the total occupied dwelling units, contained five or more occupants according to the 1990 U.S. Census. Of these 265

households, 44.5 percent were owner-occupied and 55.5 percent were renter-occupied. The typical indicator of problems associated with large families is overcrowding. An overcrowded household is one in which there is more than one person per room, excluding the kitchen and bathrooms. Five persons or more occupying a typical three bedroom home would be considered to be overcrowded by definition.

Overcrowding appears to be an increasing problem in Susanville given that the number and percentage of overcrowded households increased from 1980 (76 households, 2.9 percent) to 1990 (172 households, 6.1 percent) as reported in the 1990 Census. Factors that may be contributing to overcrowding are the lack of large-size apartments (3 or more bedrooms) in the area and the poor economic conditions in the state, which have forced some adult children to move back into their parent's home.

According to the Great Northern Corporation, which administers the Section 8 rental assistance program for Lassen County, a majority of their clients are in Susanville and many are large families. Of the 107 households on the Lassen County Section 8 waiting list as of April, 1993, 63 were large families. Eleven of the 63 large families were waiting for rentals with 4 or more bedrooms and 53 families were waiting for three-bedroom units. The Great Northern Corporation's experience is that there is a definite need for more affordable three-bedroom units in Susanville. There are families which need three-bedrooms who are living in a two-bedroom unit because a sufficient number of three-bedroom residences are not available at fair market rents. Fair market rents in Susanville, including utilities, are \$439 for one bedroom, \$518 for two bedrooms, \$646 for three bedrooms, and \$727 for four bedrooms. The utility allowance provided for in the fair market rent is considered inadequate due to the high cost of central heating and electricity in Susanville.

Farmworkers

Farmworkers have a difficult time finding and affording housing due to a combination of large family size, low household incomes and limited English language skills. Consequently, farmworkers have difficulty obtaining housing loans. According to the State Employment Development Department (EDD), the number of persons employed in the agriculture, forestry and fisheries industries in all of Lassen County in 1989 was about 300. The agriculture-related industry in Lassen County is small, and the amount located in the City of Susanville is extremely small.

There is only one agriculturally zoned property in the City of Susanville. This property consists of about 17 acres of grazing land which has not been utilized intensively in recent years. In addition, there is one large commercial nursery in Susanville, Tsuji's Nursery, which employs about 5 workers. There is very little agricultural land around Susanville and most of the agricultural land is 5-acre-per-head to 35-acre-per-head grazing land. The major demand for farmworker housing in the City of Susanville would be from persons who work at agricultural operations in close proximity to town.

The Draft 1993 Lassen County Housing Element estimated that there were approximately 550 seasonal workers mostly employed in the strawberry and cattle industries. About 75 to 80 percent of these workers were housed on the farm or ranch property in a bunkhouse setting. The remaining workers, some with families, found housing independently. Some of these numbers are believed to overlap as individual workers shift between different agricultural operations depending on the season. Lassen County is not included in the State Office of Migrant Services Housing program.

The agriculture, forestry and fishery industries employed 158 persons (5.6 percent) of all employed persons (2,803) who resided in the City of Susanville according to 1990 U.S. Census data. However, only 72 persons who live in the City identified farming, forestry and fishing as their occupation or the kind of work they do on the job.

The Great Northern Corporation, which administers the Section 8 rental assistance program for Siskiyou, Modoc and Lassen Counties, notes that they have no farmworker clientele in Lassen County.

Female-headed Households

The 1990 U.S. Census showed 313 households (8.2 percent) with children under the age of 18 in the City of Susanville were single-parent households. In 1990, 26.2 percent of the single-parent households with children under 18 were headed by males, and 73.8 percent were headed by females. Of the single-parent households with children which were below the poverty level in 1990, 3.2 percent were headed by males and 96.8 percent were headed by females. The 1990 Census counted approximately 768 female-headed households in all of Lassen County, with 529 of these having children.

Female-headed households generally need housing with more than two-bedrooms and with outdoor play space. In fact, an affordable unit with these characteristics is very attractive to all households with children. To the extent that such units cannot easily be found among the available rentals, specially-built affordable ownership units may be able to meet the special needs of this group.

In general, housing for single-parents with children should be situated near recreational and other programs to answer the need for supervised after-school activities for the children. Female-headed households may also need financial assistance in order to keep homes they purchased prior to divorce and any subsequent decrease in income.

Over one-half (64.5 percent) of all female-headed households with children are below the poverty level. The combination of low household income, the limited number of housing units which meet their special needs, and the strong competition for housing of this type has made it increasingly difficult for this group to find adequate affordable housing.

Emergency Shelter

As of January 1988, Housing Element law requires the analysis of the special housing needs of persons and families in need of emergency shelter (Government Code Section 65583 [a][6]) and the identification of adequate sites which will be made available through appropriate zoning and development standards and with public services and facilities needed to facilitate the development of emergency shelters and transitional housing (Government Code Section 65583 [c][1]).

Susanville's homeless population is comprised of both families and single adults; the former usually are Susanville residents and the latter often are transients. The need for emergency shelter varies greatly with the time of year. Many transient homeless move to more mild climates during the harsh winter months and local demand increases with the warm summer weather. It is estimated that an average of 10 people are homeless in Lassen County at any one time, with most of these persons concentrated in the Susanville area because the homeless service providers are located here.

Households which receive Aid to Families with Dependent Children (AFDC) and are in need of immediate shelter are able to obtain assistance from the Lassen County Welfare Department. The Lassen County Homeless Assistance Program allows a qualified family to stay in a motel for up to sixteen days in a two-year period if they can prove they are looking for permanent housing. When the family finds permanent housing, the Program furnishes rental and utility deposits provided the client can afford the first and on-going rent payments. The Program also provides food stamps so the temporarily homeless family can purchase food. The Lassen County Homeless Assistance Program provided a total of 4,608 "person shelter days" in 1992.

The Salvation Army administers a Federal Emergency Shelter Grant and a State HCD Emergency Grant to operate a program which provides vouchers for up to three nights in a motel and emergency food. Approximately 874 motel days of aid was provided to 565 people in 1992. The Salvation Army also helps prevent evictions and possible homelessness by providing a one-time rent payment. A total of 2563 days of one-time rent aid was provided to 298 people in 1992.

Lassen Family Services, a non-profit organization, assists battered women and their children by offering up to two-weeks temporary shelter and related services. There is no other women's shelter within a 100 mile radius. The organization's facility is a three bedroom, two bath home in Susanville. Local motels are used when this facility becomes full as long as grant funds are available.

Lassen Family Services served 39 women and 51 children for an average of two weeks each, providing a total of 1260 "person shelter days". Grant funding is provided by the Office of Criminal Justice, Victims of Crime (VOCA), California State Block Grants, Lassen County Mental Health and fund raising activities. Lassen Family Services believes that an additional shelter facility is needed to ensure that all clients can be served.

"At Risk" Units

Government Code Section 65583 requires that the City identify subsidized and assisted housing units which are "at risk" of being lost. At risk housing are those units whose subsidy terms or restrictions may expire within the ten year period from July 1, 1992 to June 30, 2002. Subsidized units are required to be maintained as affordable to lower-income households or senior citizens. In Susanville, these requirements are typically a condition of the developer receiving low-cost state or federal construction financing. The City has not required that any units be maintained as affordable as a condition of a density bonus or inclusionary provision.

Most subsidized units must be rented at below-market rates to qualified households. When the terms or restrictions which accompanied the subsidies expire, the owners of the property may increase the rents to market rates. If this occurs, low-income housing units may be lost and lower-income households could have even more difficulty finding affordable housing.

The City contacted the Farmers Home Administration (FMHA) and the California Housing Partnership Corporation to identify subsidized housing projects in the City of Susanville. Seven projects with a total of 348 units were identified with 80 of these units limited to elderly tenants only.

Five projects with a total of 244 units received subsidies under the FMHA Section 515 Rural Rental Housing Loan Program. According to Nancy Kemry of the FMHA office in Redding, these projects are committed to providing affordable rents for a 50-year period from the date of the subsidy agreement. All of the projects were constructed between 1980 and 1985 and include the Meadowbrook (54 units), Millview (64 units), Parkview Garden (32 units), Citrus Manor (54 units) and Susan River Apartments (40 units). None of these projects are "at risk" of being lost during the ten year analysis period.

According to Helen Dunlap and Margaret Weitkap of the California Housing Partnership Corporation in Oakland, there are two projects with a total of 104 units which received subsidies from the Department of Housing and Urban Development (HUD). The Lassen Manor project has 40 units and is operated by Eskaton, a non-profit organization. Lassen Manor has a 40-year subsidy agreement under the Section 202 (elderly) program which will not expire until March, 2026. In addition, the project has a Section 8 rental agreement which terminates in August, 2005. Therefore, these units are not "at risk" during the ten-year analysis period.

The Susanville Gardens project (64 units) has a 20-year subsidy agreement under the Section 236 program which is due to expire on August 1, 1994. However, this project is subject to Title VI of the National Affordable Housing Act of 1990, also known as the Low-Income Housing Preservation and Resident Homeownership Act (LIHPRHA). According to Rita Phillips of HUD's Sacramento office, LIHPRHA gives owners of subsidized projects the following two options: (1) continue with the same low-income use restrictions and

contracts that are currently in effect; or, (2) extend the low-income use restrictions for an additional 20-year period with additional federal incentives and updated rental rate contracts.

HUD staff stated that the two options available under LIHPRHA effectively eliminate the potential for these units to be lost from the low-income housing market. In addition, the safeguards of federal law prevent a property owner from unilaterally terminating their use restrictions. HUD staff has informed City staff that, based upon their knowledge of the project developer and the additional incentives offered, the owners of Susanville Gardens are very likely to extend the low-income use restrictions under the LIHPRHA program. The LIHPRHA program will extend the low-income use restrictions on the project for an additional 20 years beginning in August, 1994. However, since the owners have not yet submitted a Notice of Intent to apply for the LIHPRHA program, the units are considered "at risk" for conversion and the potential worst-case scenario must be analyzed.

Replacement Versus Preservation Costs: Susanville Gardens consists of 64 apartment units on a well-maintained 5 acre site. The complex was constructed in 1973/74 with an original FHA loan of \$927,100. The apartment units appear to be in good condition. The City Building Official and Community Development Director conservatively estimated the cost to construct a similar complex in 1993/94 based upon the following factors:

- ** 64 units (plus manager) - averaging 800 square feet each = 52,000 total square feet.
- ** Estimated value of construction - \$52 per square foot = \$2,704,000.
- ** School and City development impact fees - \$5.06 per square foot total = \$263,120.
- ** 5 acres of R-3 zoned property - valued at \$150,000 per acre = \$750,000 land value.
- ** Parking, landscaping and other improvements - 15% of project costs = \$518,100.
- ** **TOTAL - ESTIMATED 1993/94 REPLACEMENT COST = \$4,235,220.**

There is one agency, the Plumas County Community Development Corporation, interested specifically in Lassen County and seven organizations interested in all California Counties listed on HCD's list of "Entities Interested in First Right of Refusal Program". If the owners of Susanville Gardens filed a Notice of Intent to change or terminate the project's affordability controls, City staff would receive a copy. Upon receipt of such a Notice, City staff would immediately contact the identified agencies and organizations to inform them of the potential loss of subsidized units and request their assistance in purchasing and managing the project. City staff would also contact HUD, HCD, Lassen County and the California Housing Partnership Corporation (CHPC) for assistance and to coordinate efforts to find a qualified purchaser willing to extend the project's affordability controls.

In addition to entities in the first right of refusal program, there are "buyers of last resort" for projects which are subject to LIHPRHA, such as the CHPC. If the effort to find a qualified purchaser is unsuccessful, these "buyers of last resort" will purchase a subsidized project before it is converted to market rate in order to preserve the affordability of the units.

State funding sources are currently available to rural counties to acquire and/or rehabilitate units at risk of conversion. These sources include the State Community Development Block Grant (CDBG) Program and the Home Investment Partnerships Program (HOME). These State grant programs essentially pass-through federal housing funds to the local level. If necessary, the City of Susanville would apply for grants from these sources in order to preserve affordable units at risk of conversion. Potential funding from these state/federal sources, based on past City housing rehabilitation grant awards, could amount to one-half million dollars or more. In addition to State grant funding sources, Federal loans are also available from the FHA and FmHA. A combination of grants and loans could be packaged together to acquire the site and preserve the affordability of the units.

Local funding from sources such as a City Redevelopment Agency or Housing Authority do not exist at the present time. However, housing funds from a City Redevelopment Agency may be available in the next five to ten years. The City Redevelopment Agency exists "on paper" but the City does not have a redevelopment plan or project area from which housing funds could be generated. Neither the City of Susanville nor the County of Lassen currently have a Housing Authority. Given limited staff and financial resources, and the absence of overwhelming housing problems, creation of a Housing Authority by either agency in the near future does not appear to be practical or an efficient use of available resources.

Based upon the costs of new replacement construction, the good physical condition of the existing complex, the general availability of grants and loans, and the number of entities interested in maintaining affordable housing, preservation of the Susanville Gardens would be the most economical and viable alternative in this case. It is estimated that preservation costs for Susanville Gardens would be about \$2.5 million, or roughly 60% of the replacement construction costs.

HOUSING CONDITION

Age and Type of Housing

The owner-renter distribution according to the 1990 U.S. Census was 1,636 (57.6 percent) owner-occupied units and 1,205 (42.4 percent) renter-occupied units. As of January 1, 1993, 67.2 percent of all housing units in Susanville were single-family detached homes. According to the 1990 Census, approximately one out of every four single-family units in the City was renter-occupied. The percentage of single-family homes (detached and attached) has remained constant at between 68 and 69 percent since January 1, 1988. Figure 8-8 shows the mix of dwelling unit types in the City of Susanville.

Detached single-family homes.....67.2 percent
 Attached single-family homes.....1.4 percent
 Duplexes, triplexes and fourplexes.....6.7 percent
 Multiple-family units (5 or more).....16.4 percent
 Mobile Homes.....8.3 percent

Existing
Language

The vacancy rate for all single-family and multi-family housing units increased from 4.2 percent in 1980 to 6.58 percent in 1987 to 9.06 percent on January 1, 1993 (Dept. of Finance, E-5 Reports). A five percent vacancy rate is considered desirable. At or above the 5 percent rate there are a sufficient number of units on the market to permit new households to move into the community, and for existing households to exchange units. When the vacancy rate falls below 5 percent, the housing market is considered "tight" and housing prices and rents generally increase as a result. According to the 1990 Census, there were 160 vacant units which were available for sale or rent in the City of Susanville. Of these 160 units, 157 were for rent.

Rehabilitation and Replacement

Many communities in the State's metropolitan areas experienced rapid growth after World War II and therefore have relatively new housing stock built during and after the 1950's. However, much of Susanville's housing stock (30.4 percent) was built before 1940 (over 50 years old) and 42.2 percent were built before 1950 (over 40 years old). The median year of construction is 1956. Figure 8-9 shows the age distribution of the City's housing stock from the 1990 U. S. Census.

As part of the Housing Element update in 1993, City staff conducted a windshield housing condition survey of all residential units in the City. A total of 2,569 housing units were surveyed according to the following criteria:

Excellent Condition. No repair or maintenance needed.

Minor Repair Needed. Structures needing only minor repair work such as painting or roof repair.

Moderate Repair Needed. Structures requiring more than one type of exterior work, such as both painting and roof repair.

Poor Condition. Structures requiring considerable exterior work, but appear to be structurally sound.

Very Poor Condition. Structures which may require such extensive repair work that the cost of repair would exceed the value of the structure.

New
Language

Figure 8-8A: Results of Windshield Housing Condition Survey

	Single Family	Multi- Family	Mobile Homes	Total
Excellent Condition	47	0	0	47
Minor Repair Needed	2,119	75	210	2,404
Moderate Repair Needed	70	19	1	90
Poor Condition	24	1	0	25
Very Poor Condition	3	0	0	3
Totals	2,263	95	211	2,569

As Amended on April 27, 1995 by City Council Resolution 95-2661

Existing
Language

In 1986 and 1987 the City of Susanville used Community Development Block Grant (CDBG) funds to offer below-market interest rate loans to low-income households to substantially rehabilitate existing housing. The 1986 grant was to be used to completely rehabilitate 27 homes occupied by low income households. In the grant implementation period between January 1987 and July 1989, the City completed 17 major rehabilitation projects. The 1987 grant was to be used to rehabilitate 20 low income residences. A total of five projects were completed during the active period of the grant from September 1987 to March 1989.

The limited success of the City in meeting the targeted goals of the 1986 and 1987 housing rehabilitation grants can be attributed to several factors. First, City staff severely underestimated the per unit costs for major rehabilitation. For example, the 1987 grant targeted 20 homes with \$334,900 in funding for an average of about \$16,750 per home. The actual amount spent on the five homes which were completed was about \$168,900 or \$33,780 per home. This cost difference was a result of the City's emphasis on performing major rehabilitation as opposed to rehabilitation to correct only health and safety items.

A second factor was administrative staff changes, including time consuming hiring and training periods. A third factor was the low number of qualified applicants interested in participating in the program. City staff at one point went door-to-door in an effort to recruit qualified low-income applicants. Finally, there was a low level of interest among local building contractors in bidding for the rehabilitation projects.

Despite not meeting the targeted goals, 22 residences did have major rehabilitation work completed and the City gained valuable experience in what is necessary to operate a rehabilitation program. With the hiring of a new Community Development Director in January, 1993, the City now has the necessary administrative staff to effectively re-initiate and, if possible, expand the rehabilitation program. In addition, the City is seriously considering activating its Redevelopment Agency within the next two years. When this occurs, additional revenues for rehabilitation and other housing programs will become available from the required 20 percent set-aside. However, because the total number of units needing rehabilitation is so large to begin with, it is unlikely that the number can be reduced below 400 units by the year 2000 without massive intervention from outside the local sphere.

The City will need to make a long-term commitment toward housing rehabilitation and public education in order to make a substantial reduction in the number of housing units in need of rehabilitation.

Figure 8-9: Percent of Dwelling Units by Year of Construction, 1990 U.S. Census

<u>Construction Period</u>	<u># of Units</u>	<u>Percent of Total</u>
1989 to March, 1990	54	1.7%
1985 to 1988	235	7.5%
1980 to 1984	330	10.6%
1970 to 1979	363	11.6%
1960 to 1969	417	13.3%
1950 to 1959	406	13.0%
1940 to 1949	370	11.8%
1939 or Earlier	949	30.4%

PROJECTED NEED FOR NEW CONSTRUCTION

Susanville's need for new housing construction is based upon a share of the regional housing need of persons at all income levels as identified by the California State Department of Housing and Community Development (HCD). The regional need includes the existing and projected demand for housing, taking into account market demand, vacancy rates, employment opportunities, availability of suitable sites and public facilities, commuting patterns, and type and tenure of housing.

As of January 1, 1991, HCD projected a need for 2,869 dwelling units in the City of Susanville. The State Department of Finance (DOF) estimates that the total number of housing units in the City on January 1, 1991 was 3,155 and 3,515 on January 1, 1993. The City of Susanville estimated the total number of housing units on January 1, 1993 to be 3,567 due to the omission of the Pineview Mobile Home Park on the City's January 1, 1993 report to the DOF. HCD further projected that the City would need 3,116 housing units by July 1, 1997 to meet its fair share of the regional need.

The State Department of Housing and Community Development (HCD) projects that the City will need to add 262 units of new construction between January 1, 1991 and July 1, 1997 to meet its share of the regional need. This figure includes 42 very low income units, 45 other-low income units, 53 moderate income units and 122 above-moderate income units.

Between January 1, 1991 and January 1, 1993, 58 housing units had been added to the City's housing stock by new construction, including 34 units of low and very-low income units and 24 moderate and above-moderate income units.

Although the City is on schedule for meeting its projected needs for new housing units through 1997, it is recognized that these efforts must be maintained if an adequate supply of safe and affordable housing is to continue to be available in the future. The City's commitment to providing safe and affordable housing is evidenced by several factors: (1) the zoning of approximately 260 acres of vacant land where multiple-family residential use is allowed by right. This will facilitate private development of multiple-family units which are typically affordable to low and very-low income households; (2) the City's desire to re-initiate and, if possible, expand the low-income housing rehabilitation program; (3) the maintenance of a simple and efficient permit process for new housing development; (4) the inclusion of accessory residence, density bonus, condominium conversion, planned unit development and temporary emergency shelter standards in the draft zoning ordinance scheduled for adoption in early Fall, 1993; (5) the annexation of approximately 735 acres of property in the Northside area which is zoned for single family residential uses and is suitable for development of moderate and above-moderate income units; and, (6) inclusion of the other policies, programs and efforts described in this Housing Element.

Figure 8-10 depicts the basic housing construction, rehabilitation and conservation needs of the City of Susanville by income group for the period of January 1, 1991 to July 1, 1997. The target of 40 units under the rehabilitation category reflects the City's continuing

commitment toward re-activating the housing rehabilitation program (Action Programs 17, 19 and 24). The target of 421 units to be conserved includes the 40 units to be rehabilitated, conservation of the 64 unit Susanville Gardens complex (Action Program 26), conservation of 297 existing mobile home park spaces (Action Program 6), and the expected conservation of existing rental, and low & moderate income units by implementation of Action Programs 4, 5, 6, 14, 17, 19, 24 and 28.

Figure 8-10: Quantified Housing Objectives by Income Group, 1991-1997

<u>Income Group</u>	<u>New Construction</u>		<u>Rehabilitation</u>	<u>Conservation</u>
	<u>Total</u>	<u>Per Year</u>	<u>Total</u>	<u>Total</u>
Very-Low	42	7	20	206
Other-Low	45	8	20	205
Moderate	53	9	0	10
Above-Moderate	<u>122</u>	<u>20</u>	<u>0</u>	<u>0</u>
Overall Total	262	44	40	421

Analysis of Population Trends

Susanville's population grew at an average annual rate of 1.4 percent (8.6 percent total) between 1985 and 1991, according to U.S. Census figures and State Department of Finance estimates. The large population jump in 1992 is due to the annexation of the California Correctional Center which added approximately 4,250 state prison inmates to the City's population and the large jump in 1993 is due to the annexation of the Northside area which included existing residential development. Susanville's population growth from 1970 to 1990 and projections from 1990 to 2010 are shown in Figure 8-11.

Figure 8-11: Susanville Population Growth and Projections, 1970-2010

<u>Year</u>	<u>Population</u>	<u>Percent Change</u>	<u>Year</u>	<u>Population</u>	<u>Percent Change</u>
1970	6,608	--	1992	11,765 (7,515)	+60.6% (+2.6%)
1975	6,675	+1.0%	1993	12,642	+7.5%
1980	6,520	- 2.3%	1995	13,116	+3.75%
1985	6,740	+3.4%	2000	13,588	+3.6%
1990	7,279	+8.0%	2005	14,064	+3.5%
1991	7,323	+0.6%	2010	14,542	+3.4%

Notes: 1) 1992 figures in parenthesis show population excluding 4,250 state prison inmates.
 2) 1995 - 2010 projections are based upon the same percent growth used in the 1991 General Plan adjusted for the larger base population in 1993.

The U.S. Census reported that the number of persons per household was 2.54 in 1990. The State Department of Finance estimated that the number of persons per household was 2.516 on January 1, 1993. The average household size in Susanville has remained relatively constant between 2.4 and 2.6 persons for the past several years. Figure 8-12 shows the distribution of population by age group.

Figure 8-12: Distribution of Population by Age Group in Susanville, 1990 Census

<u>Under 15 Years</u>	<u>15 to 59 Years</u>	<u>60 to 64 Years</u>	<u>65 Years & Over</u>
24.47% (1,781)	56.78% (4,133)	3.96% (288)	14.79% (1,077)

Source: 1990 U.S. Census.

According to the 1990 U.S. Census, Susanville's population includes 6,345 "White" persons (87.1 percent), 531 persons of "Hispanic" origin (7.3 percent), 235 persons with origins among "Native American" peoples (3.2 percent), 108 persons of "Asian or Pacific Islander" decent (1.5 percent), and 60 "Black" persons (0.8%). Population in group quarters according to the 1990 Census was 180 but increased to an estimated 4,601 by January 1, 1993 due to the annexation of the California Correctional Center and the Lassen County Detention Facility.

Analysis of Employment Trends

Most of the jobs in Lassen County are located in and around Susanville. Major employers located outside, but in the vicinity of, the Susanville city limits include the California Correctional Center, Sierra Pacific Industries Lumber Mill, Sierra Army Depot in Herlong and the Lassen Community College District. The major employers located within the city limits include the U.S. Forest Service, County of Lassen, Bureau of Land Management (BLM), Lassen High School District and the City of Susanville. In addition, a large number of persons are employed in retail/service businesses within the city limits with the local Wal-Mart department store being the largest employer.

State Employment Development Department (EDD) employment estimates for Lassen County show a continuing increase in the number of wage and salary workers from 1982 to 1991. Overall employment in 1982 was estimated at 6,600, increasing to 7,750 by 1987, 8,250 in 1989 and 8,525 by 1991. The unemployment rate for Lassen County has fluctuated from 11.5 percent in 1980 to 8.4 percent in 1987 to 10.0 percent in 1991. The annual average unemployment rate in Lassen County has always been higher than the statewide average. Unemployment in Lassen County is distinctly seasonal because a large proportion of jobs in the natural resources, agriculture and tourism areas depend on good weather.

Character of Employment

The estimated 8,525 jobs in Lassen County in 1991 represents an increase of 7.2 percent over 1988. The County's government, services and retail employment sectors experienced the greatest growth since 1988, and they likely will be large employment sectors in the future. Nearly all other sectors of employment have remained relatively constant since 1988.

Employment Growth

Between 1988 and the year 2000, the number of locally available jobs in Susanville's Sphere of Influence could increase in a number of areas. The *Economic Development Background Report* for the *Susanville General Plan, 1990-2010* suggests several features that could attract growth to Susanville, such as recreation activities, the availability of undeveloped land for industrial use, geothermal power plant development, and further manufacturing opportunities in existing industries.

The conclusion is that housing will be needed for an increasingly diverse population. Programs in this Housing chapter are designed to encourage affordable housing for families as well as executive housing for managers and professionals. For new businesses locating in the community that generate a high number of jobs, housing impact studies will be required. These businesses may be asked to help influence the provision of housing needed in the salary ranges of their employees.

Share of Region's Housing Needs

According to HCD's 1991 *Regional Housing Needs Plan for Lassen County*, Susanville needs to construct 262 new housing units between January 1, 1991 and July 1, 1997 in order to meet its fair share of the regional housing needs. This is an average of about 40 units per year. Actual growth from new construction averaged 29 units per year during 1991 and 1992.

The recent annexation by the City of a large number of existing housing units in the Northside area has identified the possible need for a local process that adjusts the regional housing allocations at the time of annexation. An Action Program has been included in this Housing Element whereby City and County staff will meet to discuss and consider such a local housing allocation adjustment process.

HCD's 1991 *Regional Housing Needs Plan for Lassen County* projects the number of housing units needed to provide shelter for Susanville households given the expected income distribution of the population. Figure 8-13 shows HCD's projection of need from 1991 to 1997 and the actual construction from 1991 to 1997, by income category. The number of housing units still needed is shown in the final column, by category.

Figure 8-13: Susanville Housing Construction Need - January 1, 1991 to July 1, 1997

<u>Income Group</u>	<u>Six & One-Half Year Projected Need</u>	<u>Constructed 1/91 to 1/93</u>	<u>Remaining Need Through 1997</u>
Very-Low	42 (16%)	17 (40%)	25
Other-Low	45 (17%)	17 (38%)	28
Moderate	53 (20%)	12 (23%)	41
Above-Moderate	<u>122 (47%)</u>	<u>12 (10%)</u>	<u>110</u>
TOTALS	262 (100%)	58 (22%)	204

Sources: 1991 HCD *Regional Housing Needs Plan for Lassen County* and the City of Susanville Community Development Department.

LAND INVENTORY

Vacant Sites

An analysis of land suitable for housing is necessary to: (1) determine the availability of land to accommodate a range of housing for all income groups; (2) to aid in making decisions on specific project plans and proposals; and, (3) to incorporate these sites into the General Plan and subsequent rezonings as necessary to implement the policies and programs in the Housing Element.

In 1989, there were about 114 vacant residential acres within the City limits that were zoned for residential construction. In June, 1992, the City annexed the "Northside" area which included about 735 acres of single family residential (R-1) land and 83 acres of high-density residential (R-3) land. In addition, approximately eight acres of the high-density residential zoning (R-3) was placed in the "Mobile Home Park" land use district of the General Plan. These eight acres cover the existing Pineview mobile home park and will be re-zoned to the "Mobile Home Park" zone as part of a comprehensive zoning ordinance revision expected to be completed in the early Fall of 1993. A large portion of the single-family residential lands and all of the multiple-family residential lands in the Northside area are currently vacant.

Potential Multiple-Family Residential Sites

Vacant and under-utilized multiple-family residential land, and vacant commercial and industrial lands were analyzed to determine their suitability for multiple-family housing development. Figures 8-14 and 8-15 list the sites that have the greatest potential to accommodate higher density housing. The tables also show which of the sites are served, or can be served, by existing infrastructure.

Affordable Residential Development

All residential sites are considered potential sites for non-market rate housing. Any vacant residential site considered for HUD-assisted housing must meet the HUD Site and Neighborhood Standards and the HUD Property Standards. In addition to the site having to meet federal and state criteria for assisted housing, the City will review proposals for consistency with the City's General Plan and zoning requirements. Although policies are already provided in the General Plan, the City expects to have zoning regulations in place by the Fall of 1993 which will allow the City to consider opportunities for manufactured housing, housing for the elderly and disabled, planned developments and density bonuses for the provision of affordable units.

Manufactured Housing

Susanville currently has no separate standards or restrictions for evaluating sites for manufactured housing. Manufactured housing is currently allowed in any residential zone in accordance with state law. Specific standards for development of new mobile home parks and manufactured housing developments will be included in the City's comprehensive zoning ordinance revision. As of January 1, 1993, mobile homes comprised about 8.4 percent of the residential units in Susanville.

Housing for the Elderly and Disabled

Elderly housing is typically one and two-bedroom apartments, designed for people 62 years of age and older. Elderly housing can have higher densities than family housing primarily because of a lower rate of car ownership and less need for open space. Elderly housing usually includes a few units for the mobility impaired.

The primary considerations in evaluating sites for elderly housing are low land cost and proximity to shopping, social services, public transportation, and health care. Efficient management dictates that a project should have between 50 and 100 units with densities of 20 units per acre. Project sites should be a minimum of two and one-half acres in size. The City's review process will consider compatibility with adjacent development, unit affordability, project amenities, quality of management, proximity to recreation and churches, and the absence of detrimental conditions such as traffic, noise, and industrial use. Community acceptance of elderly housing projects has generally not been a critical issue in the past.

Figure 8-14: Vacant Parcels Designated for Multiple Family Residential

SITE NUMBER	ACRES	CURRENT ZONING	EXISTING NUMBER OF UNITS	POTENTIAL NUMBER OF UNITS		POTENTIAL INCREASE IN NO. OF UNITS		INFRA- STRUCTURE AVAILABLE
				NOW	FUTURE	NOW	FUTURE	
4	1.8	R-3	0	43	36	43	36	yes
5A	0.2	R-3	0	4	4	4	4	yes
6A	0.1	R-3	0	2	2	2	2	yes
10A	0.45	R-3	0	10	9	10	9	yes
10B	0.2	R-3	0	4	4	4	4	yes
11	3.0	R-3	0	72	60	72	60	yes
17A	0.1	R-3	0	2	2	2	2	yes
21A	0.1	R-3	0	2	2	2	2	yes
24A	0.1	R-3	0	2	2	2	2	yes
24B	0.4	R-3	0	9	8	9	8	yes
29A	0.6	R-3	0	14	12	14	12	yes
30	0.15	R-3	0	3	3	3	3	yes
32	0.5	R-3	0	12	10	12	10	yes
34A	0.2	R-3	0	4	4	4	4	yes
35A	0.2	R-3	0	4	4	4	4	yes
37A	0.1	R-3	0	2	2	2	2	yes
40	63.0	R-3	0	1512	1260	1512	1260	yes
41	10.7	R-1	0	256	214	256	214	yes
42	2.0	R-1	0	48	40	48	40	yes
44	2.6	U	0	0	52	0	52	yes
46	10.35	U	0	0	207	0	207	yes
48	26.3	A	0	57	368	57	368	*
49	37.4	A	0	81	748	81	748	*
50	25.0	Unincorp.	0	0	500	0	500	*
TOTAL	185.55		0	2143	3553	2143	3553	

* Requires short extension of all utilities and some roads.

Figure 8-15: Underutilized Parcels Designated for Multiple Family Residential

SITE NUMBER	ACRES	CURRENT ZONING	EXISTING NUMBER OF UNITS	POTENTIAL NUMBER OF UNITS		POTENTIAL INCREASE IN NO. OF UNITS		INFRA- STRUCTURE AVAILABLE
				NOW	FUTURE	NOW	FUTURE	
1	2.0	R-3	9	48	40	39	31	yes
2	1.4	R-3	8	33	28	25	20	yes
3	0.35	R-3	2	8	7	6	5	yes
5	0.9	R-3	5	21	18	16	13	yes
6	0.7	R-3	4	16	14	12	10	yes
7	0.7	R-3	3	16	14	13	11	yes
8	0.4	R-3	2	9	8	7	6	yes
9	0.6	R-3	2	14	12	12	10	yes
10	0.55	R-3	3	13	11	10	8	yes
12	0.4	R-3	3	9	8	6	5	yes
13	0.4	R-3	2	9	8	7	6	yes
14	0.6	R-3	3	14	12	11	9	yes
15	2.0	R-3	10	48	40	38	30	yes
16	1.1	R-3	5	26	22	21	17	yes
17	4.5	R-3	21	108	90	87	69	yes
18	0.5	R-3	4	12	10	8	6	yes
19	0.2	R-3	2	4	4	2	2	yes
20	0.3	R-3	2	7	6	5	4	yes
21	0.2	R-3	2	4	4	2	2	yes
22	0.1	R-3	1	2	2	1	1	yes
23	0.3	R-3	2	7	6	5	4	yes
24	1.0	R-3	7	24	20	17	13	yes
25	0.5	R-3	1	12	10	11	9	yes
26	0.4	R-3	2	9	8	7	6	yes
27	0.2	R-3	2	4	4	2	2	yes

Table continues....

Figure 8-15 (continued): Underutilized Parcels Designated for Multiple Family Residential

SITE NUMBER	ACRES	CURRENT ZONING	EXISTING NUMBER OF UNITS	POTENTIAL NUMBER OF UNITS		POTENTIAL INCREASE IN NO. OF UNITS		INFRA- STRUCTURE AVAILABLE
				NOW	FUTURE	NOW	FUTURE	
28	0.4	R-3	3	9	8	6	5	yes
29	1.5	R-3	15	36	30	21	15	yes
31	0.2	R-3	1	4	4	3	3	yes
33	0.3	R-3	3	7	6	4	3	yes
34	0.8	R-3	9	19	16	10	7	yes
35	0.8	R-3	9	19	16	10	7	yes
36	0.7	R-3	5	16	14	11	9	yes
37	0.15	R-3	1	3	3	2	2	yes
38	0.25	R-3	1	6	5	5	4	yes
39	2.1	R-3	4	50	42	46	38	yes
43	0.5	U	1	1	10	0	9	yes
45	1.8	U	4	4	36	0	32	yes
47	2.7	U	1	1	54	0	53	yes
TOTAL	32.5		164	652	650	488	486	

Rezoning

Rezoning is one method that the City can use to help housing developers meet the City's housing goals. A comprehensive zoning ordinance revision for the purpose of implementing the *Susanville General Plan, 1990-2010* is currently in progress and is expected to be completed in early Fall, 1993. Most infill sites are already designated for higher residential densities and would not require rezoning. In addition, the existing zoning regulations which allow residential uses in commercial and industrial zones will be maintained and clarified.

Availability of Public Facilities

The provision of new water and sewer connections currently do not significantly constrain the housing market in Susanville. The combined cost of sewer and water service for a new single family home will average between \$1,506 and \$2,341. Sewer connection and inspection costs within the Susanville Consolidated Sanitary District are about \$921. The cost for domestic water service averages \$585 for a new subdivision where the developer installs the service and approximately \$1,420 for a typical infill lot where the City must install a new service. The cost for new water and sewer service for a multiple-family unit would be lower.

GOVERNMENTAL CONSTRAINTS

Land Use Controls

Residential land use categories are described on pages 25-27 in the Land Use chapter. Zoning possibilities range from single-family with a maximum density of 7 dwelling units per acre) to high density multiple-family with a maximum density of 20 dwelling units per acre. Maximum densities have been approved only when adequate infrastructure and community facilities exist to serve the project.

The City Limits envisioned by this General Plan will provide almost unlimited land upon which all types of new housing could be developed. With the recent annexation of the Northside and Ridenoure/Vossler areas, the City of Susanville now has sufficient vacant land that is residentially zoned to accommodate the housing construction needs established by the State.

Building Codes and Enforcement

Building codes are not a constraint to residential development. New construction is required to meet Uniform Building Code (UBC) regulations but the City has no special requirements above and beyond the UBC.

Zoning requirements are not a constraint. Residential building setbacks (also called required yards) are nominal--for example, a 15-foot front yard is required in the high density multiple-family zone (R-3) and a 20-foot front yard is required in the single-family zone (R-1).

Off-street parking requirements are considered lenient in that covered parking is not required. City zoning requires a 20-foot wide off-street parking area per dwelling unit in all residential zones. Based on city staff experience, this requirement does not constrain the development of housing. In addition, the development of affordable housing is not constrained because the City has established a precedent of granting variances to reduce the amount of parking that otherwise would be required in high-density affordable housing developments, especially for seniors.

Many substandard lots exist in Susanville, some as small as 30 feet by 100 feet. The City allows homes to be constructed on these substandard lots and routinely grants yard and setback variances. No project for housing, large or small, has ever been denied. Thus, in the City's opinion, existing and proposed land use controls (including zoning and building codes) do not constitute a constraint to the development or the maintenance of affordable housing.

Development Impact Fees

Development impact fees are currently charged by the City of Susanville and the local school districts for all new residential development. A mitigation fee of \$1.41 per square foot of construction was enacted by the City in 1990 to cover the increasing costs of providing police, fire and road maintenance services. For an average home of 1,500 square feet, the City's impact fee would be about \$2,115.

The local Elementary and High School Districts recently increased their impact fees and currently charge a total of \$3.65 per square foot for new residential construction. The High School District charges the maximum school impact fee allowed by state law, \$2.65 per square foot, while the Elementary District charges the maximum additional fee allowed by state law for non-unified school districts, \$1.00 per square foot. For an average home of 1,500 square feet, the combined school impact fees would be about \$5,475. Development impact fees, especially those of the two local school districts, are becoming an increasing constraint on the development of affordable housing.

On-Site and Off-Site Improvements

Like many other cities in California, Susanville is not in a financial position to use its General Fund to construct the improvements needed to support new development. Therefore, the City must require residential developers to provide a variety of on-site and off-site improvements including streets, curbs, gutters, sidewalks, street trees, storm

drainage, water, sewer, power and communications utilities. Smaller projects may not be required to provide all improvements. In addition, the costs of other off-site improvements, such as traffic signals or street construction, may be required whenever it is determined that the impacts of a new development justify such improvements. It is estimated that the typical on-site and off-site improvements for a single family home would cost about \$3,000.

Local Permit Processing

The building permit and approval process in Susanville is relatively simple and it currently takes about two to four days from the time of application to approval. Building permit fees for an average home of 1,500 square feet totaled about \$1,123 in 1993.

Residential projects in the R-3 zone are required to have architectural review. This process costs an additional \$250 fee and about 3 weeks of processing time.

The City charges a fee of \$626 plus \$15 per lot to process a tentative subdivision map application. In addition, environmental review fees and final subdivision map review fees are charged. The planning permit fees for a typical 10 lot subdivision with a negative declaration would be about \$1196. The required time for approval of a typical tentative subdivision map without an environmental impact report is about 60-90 days.

NON-GOVERNMENTAL CONSTRAINTS

Cost of Housing Construction

Market constraints significantly affect the cost of housing and are important factors to take into account when discussing affordable housing. Escalating land prices, extremely high lumber costs due to decreased timber production, and fluctuating interest rates are major contributors to the increasing cost of housing in the Susanville area. Figure 8-16 on the following page shows average land, construction and fee costs for new single-family attached and detached units.

Availability of Financing

Interest rates for home financing and rental development have a crucial effect on the affordability of housing in Susanville. Mortgage interest rates have varied greatly over the past 12 years, from a high near 18 percent in 1981 to near 9 percent in 1986. Fortunately, interest rates are currently at their lowest levels since the 1970's. As of March 1993, fixed-rate 30-year mortgages were available at about 7½ to 8 percent. Variable-rate mortgages had beginning interest rates below 5 percent.

The City can mitigate some of the effects of higher rates by issuing (or participating in County issues of) Tax-exempt Mortgage Revenue Bonds. These can be issued for multi-family developments that require a percentage of low income units, and for mortgage financing for first-time buyers of single-family homes. However, changes in the Federal tax laws in 1986 limited the possibilities for issuing bonds, and require that the financing be targeted to the production of lower cost units. Possibilities also exist for the issuance of Mortgage Credit Certificates (MCCs) to first-time homebuyers.

Credit-worthy buyers of residential property and buildings have always been able to obtain mortgage financing in Susanville. There are no mortgage-deficient (red-lined) residential areas where brokers or banks will not lend.

Figure 8-16: Estimated 1993 Costs of Single-Family Housing in Susanville

	Attached (1200 sq.ft.)	Detached (1500 sq.ft.)
LAND ACQUISITION	\$17,500 - with improvements	\$20,000 - with improvements
CONSTRUCTION	\$66,000 at \$55 sq.ft.	\$82,500 at \$55 sq.ft.
BUILDING PERMIT AND IMPACT FEES	<u>\$6,970</u>	<u>\$8,713</u>
SUBTOTAL OF COSTS	\$90,470	\$111,213
APPROXIMATE SALES PRICES	\$95,000 - \$110,000	\$115,000 - \$130,000

Sources: Building Department and Community Development Department.

OPPORTUNITIES FOR ENERGY CONSERVATION

The high costs of energy and the lack of natural gas have helped to promote energy conservation. Various methods are available to reduce the consumption of non-renewable energy resources in residential developments. Separately, the California Department of Economic Opportunity's Low-Income Energy Assistance Program can provide financial assistance for utility payments to people who receive public assistance.

About 68.5 percent of Susanville's dwelling units were built prior to the energy shortages of the 1970's. During the winter months, these older homes can experience high energy costs. Insulation can markedly decrease energy consumption and costs. Older homes usually lack attic, floor and wall insulation, weather stripping, caulking and dual-pane windows. Adding these improvements, as well as placing gaskets behind electric switch plates, replacing broken window panes, and rehabilitating window frames and sashes, would effectively weatherize Susanville's older homes and make them more energy efficient.

The City's geothermal energy plant was upgraded in 1985 so that it now operates continuously at full potential. Twenty-four homes were retrofitted by 1985 to use the City's geothermal energy resources. Individual homes can be retrofitted at the homeowner's expense. The City also provides low-interest loans to help lower-income residents who want to retrofit their homes. However, as long as the price of heating oil remains competitive, the demand for geothermal heating is not expected to grow.

GOALS, POLICIES, AND PROGRAMS

The majority of the 1991 housing programs are reiterated below with only minor changes and some simplification of wording. A target year is established for each program that has not yet been carried out. Policies and programs have been added to meet the City's goals to increase the diversity of housing types and to preserve currently affordable housing. The goals, policies, and programs below are organized into three sections relating to *HOUSING VARIETY*, *HOUSING OPPORTUNITY*, and *HOUSING QUALITY*.

HOUSING VARIETY

The City is committed to maintaining a range of housing types to meet the housing needs of all Susanville residents. This can be accomplished by preserving and increasing the existing supply of rental apartments and mobile home park rental spaces. Higher-value, "executive-type" housing and infill development also are encouraged.

- GOAL 1 - Provide a range of housing types.
- GOAL 2 - Preserve and increase the existing supply of rental apartments.
- GOAL 3 - Preserve existing mobile home park spaces and provide opportunities for new mobile home parks.
- POLICY A: The City shall encourage a mix of housing types, including single-family, multiple-family and mobile homes.

- POLICY B: Higher-value "executive-type" housing shall be encouraged to provide opportunities for management and professional personnel of businesses locating or expanding in Susanville to live in the City and make Susanville more attractive to industry.
- POLICY C: The construction of housing on vacant (infill) land shall be encouraged.
- POLICY D: Provide guidelines and standards for the construction of new condominiums and for the conversion of existing multiple-family structures to condominiums. Conversions of rental apartments and mobile home parks to condominiums will not be permitted if the proposed conversion significantly affects the existing supply of rental units or detrimentally lowers the rental vacancy rates within Susanville.
- POLICY E: Ensure that adequate residentially-zoned land is available to accommodate the City's fair share of regional housing construction needs.
- POLICY F: Support the development of reasonably-priced housing.
- POLICY G: Maintain and conserve the existing supply of low-cost housing.
- POLICY H: Promote the construction of safe and attractive mobile and modular housing.
- POLICY I: Promote the location of mobile and modular housing parks near compatible land uses or activities.

Action Program [1]: Conduct a periodic inventory of available land and holding capacity to ascertain that sufficient land exists to meet the needs of a range of household types.

Responsible Agency: Community Development Department.

Timing: Immediate and continuing.

Analysis: The City has hired a Planning Intern to conduct a land use inventory of the City. The land use inventory will also include information on the physical condition of the City's housing stock.

Action Program [2]: Identify and designate on a table in the General Plan and on the zoning map, vacant and underutilized sites zoned for higher-density residential development.

Responsible Agency: Community Development Department.

Timing: Immediate and continuing.

Analysis: The vacant and underutilized sites with high-density zoning are listed on Figures 8-14 and 8-15. A map of the listed sites is on file at the City Community Development Department offices. The land use inventory currently in progress will update and verify the list of vacant and underutilized sites.

Action Program [3]: Identify sites for higher-value "executive-type" housing.

Responsible Agencies: City Council, Planning Commission and Community Development Department.

Timing: Substantially completed as part of the 1990 General Plan.

Analysis: The annexations of the Ridenoure/Vossler and Northside areas have provided substantial amounts of vacant land designated for higher-value single-family residences. The major developer in the Northside area has indicated his intention to develop "executive-type" single family homesites as well as many larger "estate" homesites and upscale homes are currently being constructed in the Ridenoure/Vossler area. In addition, a major land owner/developer in the area north of Prattville Road has been meeting with City staff regarding development of a large, upscale residential community.

The General Plan has created a planned development (PD) overlay land use designation which will be codified in the comprehensive zoning ordinance update currently in progress. The PD overlay has been applied to the Northside area and the area north of Prattville Road. It is estimated that about 800 "executive-type" residences could be developed in the Northside and Ridenoure/Vossler areas alone.

Action Program [4]: Regulate condominium conversions by ordinance.

Responsible Agencies: City Council, Planning Commission and Community Development Department.

Timing: By 1994.

Analysis: The Community Development Department staff will include these regulations in the comprehensive zoning ordinance update expected to be completed in early Fall, 1993. It is estimated that this would preserve ten apartment rentals over the period up to July 1, 1997.

The City will establish a target vacancy rate of five percent of all rental units. Vacancy rates will be tabulated each year. The proposed regulations will include a requirement that a finding be made that a condominium conversion will not reduce the rental vacancy rate below five percent.

Action Program [5]: Develop a Mobile Home Park Conversion Ordinance while permitting those who rent their mobile home space to convert to owning their space irrespective of rental vacancy rates.

Responsible Agencies: City Council, Planning Commission and Community Development Department.

Timing: By 1994.

Analysis: Many times, mobile home parks are sited in less-than-favorable areas which become more valuable over time. Park owners then want to convert from mobile home parks to conventional housing, commercial or other valuable land uses.

Although State law protects mobile home owners (who usually rent space in the park) by requiring a relocation report and the payment of reasonable relocation costs in the event of a park closure, mobile home parks throughout the state have nevertheless been converted to other uses.

The intent of this program is to regulate the conversion of mobile home parks to other uses so as to protect this valuable housing resource. The number of mobile homes conserved by the Action Program will depend on the pressure that market forces exert on mobile home park owners to convert to another use. However, any estimate as to the number of mobile homes which will likely be conserved would be highly speculative.

The Community Development Department staff will include regulations to implement this program in the comprehensive zoning ordinance update expected to be completed in early Fall, 1993.

Action Program [6]: Amend the zoning ordinance to include a manufactured housing/mobile home park zone and continue to allow manufactured housing in all residential zones.

Responsible Agencies: City Council, Planning Commission and Community Development Department.

Timing: By 1994.

Analysis: The Community Development Department staff will include a new mobile home park zone and regulations in the comprehensive zoning ordinance update expected to be completed in early Fall, 1993. The new zone will help to conserve approximately 297 mobile homes in existing parks. The new zone will protect existing mobile home parks from private redevelopment and will also identify locations for new mobile home parks and manufactured housing developments. It will also be recommended that manufactured housing continue to be allowed in all residential zones.

Action Program [7]: Continue to approve lot sizes as small as 6,000 square feet.

Responsible Agencies: City Council, Planning Commission and Community Development Department.

Timing: On-going.

Analysis: The 1990 General Plan has density standards of up to seven units per acre for single-family residential, 12 units per acre for duplex/triplex/fourplex residential, and 20 units per acre for multiple-family residential. These density standards should be codified as part of the comprehensive zoning ordinance update currently in progress.

Action Program [8]: Conduct a periodic inventory of public land available for below market-rate housing.

Responsible Agency: Community Development Department.

Timing: Immediate and continuing.

Analysis: The City has hired a Planning Intern to conduct a land use inventory of the City. The land use inventory will also include public lands and will be updated on a continual basis.

Action Program [9]: Promote infill development of vacant urban residential land within the City and City's Sphere of Influence.

Responsible Agencies: City Council, City Planning Commission, Lassen County Board of Supervisors, Lassen County Planning Commission, City Community Development Department and Lassen County Planning Department.

Timing: Immediate and continuing.

Analysis: This program focuses mostly on smaller-scale projects which do not have the ability to spread out the high costs to extend utilities and streets over a large number of units. This factor will be a market force which serves to promote small-scale development on infill lots. The completion of a land use inventory will provide a valuable tool which city staff can use to direct potential developers to vacant infill sites which may be appropriate for their project.

Action Program [10]: The City shall review and amend the zoning map to provide land in a range of residential zoning classifications appropriate to meet new housing construction needs.

Responsible Agencies: City Council, Planning Commission and Community Development Department.

Timing: By 1994, and as requested through re-zoning applications.

Analysis: The 1990 General Plan has created a range of residential land use designations. These land use designations will be codified as part of the comprehensive zoning ordinance revision currently in process.

Action Program [11]: The City shall amend its zoning ordinance to make provisions and establish guidelines for: (a) the development of accessory residential (granny) units; and, (b) density bonuses for residential development which set aside a minimum of 25% of their units as housing for low and very-low income households.

Responsible Agencies: City Council, Planning Commission and Community Development Department.

Timing: By 1994.

Analysis: The Community Development Department staff will include Accessory Residential Unit and density bonus provisions in the comprehensive zoning ordinance update expected to be completed in early Fall, 1993. It is estimated that up to 10 low and very-low income housing units could be produced each year as a result of having these provisions in place.

Action Program [12]: Allow for the construction of at least 262 new housing units over the six and one-half year planning period of this Housing Element.

Responsible Agencies: City Council, Planning Commission, Community Development Department and Building Department.

Timing: By July, 1997.

Analysis: The City recognizes that an adequate supply of housing for all income groups is a sign of a healthy community and results in a high quality of life for its citizens. The policies and programs of this Housing Element are designed to help the City meet this goal.

Action Program [13]: The City shall maintain the simple and efficient planning and building permit process which currently exists, while continuing to protect the public health, safety, and welfare.

Responsible Agencies: City Council, Planning Commission, Community Development Department and Building Department.

Timing: On-going, with annual review.

Analysis: The Community Development Director and Building Official evaluate the City's planning and building permit processes on an on-going basis using feedback from developers. Administrative procedures are implemented as needed to maintain and improve efficiency.

Action Program [14]: The City shall incorporate into the subdivision ordinance a definition, policy, standards, and regulations for the size and configuration of condominium housing developments. The standards shall at least include parking, walkways, landscaping, and lighting provisions.

Responsible Agencies: City Council, Planning Commission, Community Development Department and Public Works Department.

Timing: By 1995.

Analysis: The City Subdivision Ordinance is tentatively scheduled to be updated in 1994. In the interim, the Community Development Department staff will recommend that condominium and planned unit development standards and regulations be included in the comprehensive zoning ordinance update expected to be completed in early Fall, 1993. These regulations are expected to conserve 10 rental units during the period leading up to July, 1 1997 by limiting condominium conversions to only those complexes which can meet the more stringent development standards for ownership units.

Action Program [15]: If necessary, the City shall adopt specific requirements and standards for the design and inspection of condominium housing as part of the building codes to be consistent with the standards in the zoning ordinance.

Responsible Agencies: City Council and Building Department.

Timing: By 1995.

Analysis: The Uniform Building Code (UBC) already includes specific requirements for the construction and inspection of condominium-type dwellings. This program would be a follow-up action to the upcoming zoning ordinance revision in the event that additional specific requirements are needed to maintain consistency between the building and zoning codes.

Action Program [16]: The City shall incorporate design standards for modular housing and mobile homes into its zoning ordinance.

Responsible Agencies: City Council, Planning Commission and Community Development Department.

Timing: By 1994.

Analysis: As required by State law, Susanville already allows mobile homes and modular homes on permanent foundations in all residential zones. This program would add basic design standards for all new single-family residences and special design standards within the Historic Preservation Overlay District of the General Plan. The Community Development Department staff will recommend that general and special design standards be included in the comprehensive zoning ordinance update currently in progress.

HOUSING OPPORTUNITY

The City seeks to provide housing opportunities within the community for persons at all economic levels. The City desires that a choice of housing types and locations will be available to all persons regardless of race, sex, cultural origin, age, marital status or physical disability.

GOAL 4 - Provide housing opportunities and promote the development of safe, sanitary, and desirable housing for persons of all economic levels.

GOAL 5 - Insure a choice of housing types and locations to all persons regardless of race, sex, cultural origin, age, marital status or physical disability.

- GOAL 6 - Provide the City's fair share of temporary emergency shelter for the homeless and those in need of transitional housing.
- GOAL 7 - Provide a choice of affordable housing by location, type, price, and tenure.
- POLICY J: Continue to pursue governmental programs providing housing assistance and financial incentives for housing developments, and make efforts to stimulate private financing.
- POLICY K: Discourage discrimination in the sale, rent, and development of housing in Susanville.
- POLICY L: The City or its designee shall insure that occupants of non-market-rate units meet the income restrictions of the development, and that these units are preserved as affordable--even upon change of ownership.
- POLICY M: The City shall pursue County, State, and Federal programs that enhance housing opportunities for low- and moderate-income households.
- POLICY N: The City supports a free choice in housing.
- POLICY O: Large scale commercial and industrial development proposals shall be reviewed to determine housing-related impacts.
- POLICY P: The City recognizes the importance of and need to temporarily house the homeless, battered spouses, and others in crisis situations.

Action Program [17]: The City shall continue to support and operate the Susanville Community Development Department and an active housing program. The City shall annually apply for State, Federal, CDBG and other housing assistance programs as administrative capabilities allow. Housing assistance goals and priorities shall be established and maintained through the Housing Chapter of the General Plan.

Responsible Agencies: City Council, Planning Commission and Community Development Department.

Timing: Annually.

Analysis: This program is intended to ensure that the City maintains the administrative and technical staff necessary to implement the goals, policies and programs of this chapter.

Action Program [18]: The City shall expend CDBG funds currently intended for city-wide programs and shall make every effort to expend future CDBG funds targeted for city-wide programs in a timely manner.

Responsible Agencies: City Council and Community Development Department.

Timing: Immediate and on-going.

Analysis: Previous city-wide CDBG programs, such as housing rehabilitation, have been closed-out. The only outstanding city-wide program funds are in the HUD Revolving Fund which city staff expects to utilize for several projects during 1993 and 1994.

Action Program [19]: The City shall apply for State Community Development Block Grant (CDBG) funds, as administrative staffing allows, to rehabilitate very-low and low income households on a city-wide level.

Responsible Agencies: City Council and Community Development Department.

Timing: Annually, as funding sources are announced.

Analysis: The City desires to maintain an on-going housing rehabilitation program. However, the successful implementation of previous rehabilitation grant programs has been dependent upon having the necessary administrative staff available. A revolving loan account could be one means of funding an on-going housing rehabilitation program. It is estimated that at least 30 homes could receive rehabilitation funding by July 1, 1997.

Action Program [20]: The City shall seriously consider activating its Redevelopment Agency, establishing a Project Area and preparing a Redevelopment Plan. One purpose of the Redevelopment Plan shall be to facilitate the construction, improvement, rehabilitation and conservation of affordable housing for low, very-low and median income households using the 20% housing set-aside.

Responsible Agencies: City Council, Planning Commission, City Administrator and Community Development Department.

Timing: By 1995.

Analysis: The City Administrator will be recommending in the near future that the City Council create a Redevelopment Agency and begin the Redevelopment Plan process. In the event the City Council decides to create a Redevelopment Agency and prepare a Redevelopment Plan, State law requires that City set-aside twenty percent (20%) of the tax-increment revenues from the redevelopment project for housing purposes. This would provide a valuable source of revenue for housing programs.

Action Program [21]: The City shall continue its program of disseminating information to the public regarding state and federal laws which prohibit discrimination in housing. In addition, a staff person shall be designated to receive and refer housing discrimination complaints to the appropriate state and federal enforcement agencies.

Responsible Agencies: City Council and Community Development Department.

Timing: By 1994.

Analysis: The Community Development Director is the designated staff person at the local level. To continue to make the public aware of laws which prohibit discrimination in housing, the City will: (1) request that the local media provide coverage and information about the issue through public service announcements; and, (2) post flyers at City Hall, the Salvation Army headquarters and various local churches on a continuing basis. To discourage discrimination, the City will refer complainants to the appropriate State and Federal agencies which enforce fair housing laws and will cooperate with local, state and federal agencies that investigate claims of discrimination.

Action Program [22]: Correlate the land use inventory with the needs of very-low, low and median-income households to determine the need for rezoning land for specific housing types.

Responsible Agency: Community Development Department.

Timing: By 1995.

Analysis: The land use inventory is expected to be completed during the summer and fall of 1993. The City will conduct a periodic review of housing needs to determine the number of very-low, low and non-market-rate housing units needed, the ratio of single-family to multiple-family units, and the ratio of ownership versus rental units.

Action Program [23]: Apply for Community Development Block Grant (CDBG) subsidies to assist, if necessary, in providing infrastructure improvements in developments which provide a substantial amount of non-market-rate housing, and leverage these subsidies.

Responsible Agencies: City Council and Community Development Department.

Timing: On-going.

Analysis: The City is prepared to implement this program in the event that a suitable project is proposed.

Action Program [24]: Relocate and rehabilitate suitable City-acquired housing for use by very-low, low and/or median-income households as part of any City floodway management program.

Responsible Agencies: City Council, Planning Commission and Community Development Department.

Timing: By 1996.

Analysis: CDBG funds can be used to move housing out of the Piute Creek and Susan River floodways and, if necessary, rehabilitate the relocated units. The 1990 General Plan contains policies for development in the City's floodways which City staff hopes to translate into a comprehensive floodway management program. This Action Program could rehabilitate up to 10 affordable residences by 1997.

Action Program [25]: Continue to allow residential uses and mixed-use projects in all commercial zones with a use permit.

Responsible Agencies: City Council, Planning Commission and Community Development Department.

Timing: On-going.

Analysis: The current zoning ordinance allows residential uses in commercial zones with a use permit. City staff will recommend that this practice be continued in the comprehensive zoning ordinance update and will recommend that policies and standards for mixed-use developments also be included. Combining residential with retail or office uses could provide lower cost housing and increased housing opportunities.

Action Program [26]: Make the necessary efforts to conserve the existing supply of subsidized and below-market-rate housing to insure that affordability is preserved.

Responsible Agency: Community Development Department.

Timing: On-going.

Analysis: The analysis of "units at risk" indicates that the 64 unit Susanville Gardens complex is at risk of being lost during the next ten years. The City will take all steps possible to maintain the affordability of those units by coordinating efforts to find a qualified buyer and, if necessary, by applying for state and federal grants and/or loans. This Action Program could conserve up to 64 affordable units "at-risk" of conversion to market rate housing.

Action Program [27]: Use readily available methods, such as developer agreements, to encourage development of a full range of housing types.

Responsible Agencies: City Council, Planning Commission, City Administrator and Community Development Department.

Timing: By 1994.

Analysis: Local governments can consummate binding agreements with developers to assure that the City will not change the laws affecting the developer's proposed project, in exchange for the developer's financing of public improvements and other commitments. Such "development agreements" are subject to modification or cancellation to comply with changes in State or Federal law, but not changes in local law. They must be consistent with the General Plan, require preparation of an Environmental Impact Report, and can supplement zoning by establishing a development schedule.

Susanville stands ready to enter into "development agreements" with builders of housing for projects that meet the affordable housing objectives of this Plan. The Community Development Department staff will include policies and procedures for development agreements in the comprehensive zoning ordinance update currently in progress.

Action Program [28]: Continue to participate in and promote the Section 8 Existing Housing Program.

Responsible Agencies: Great Northern Corporation and the Community Development Department.

Timing: On-going.

Analysis: The City currently participates in the "Section 8 Existing Program" which provides rent payment assurances to qualified landlords on behalf of low income households. The Great Northern Corporation, a non-profit housing corporation located in Weed, California, administers the Section 8 Existing Program in Lassen County. It is difficult to estimate how many affordable units will be conserved by the City's continued participation in the Section 8 Existing Program.

Action Program [29]: Provide cooperation and support to non-profit and below-market-rate housing developers.

Responsible Agency: Community Development Department.

Timing: Immediate and continuing.

Analysis: The City can aid developers of lower cost housing by selecting sites for lower cost housing in advance and encouraging development proposals for sites so identified. Susanville will maintain an inventory of vacant lands for this purpose. The City will also provide information on Federal and State funding sources.

Action Program [30]: Continue to provide general information and referrals on possible means of mediating and resolving landlord-tenant disputes.

Responsible Agency: Community Development Department.

Timing: On-going.

Analysis: The Community Development Department occasionally receives complaints from tenants about problems they are having with a landlord. These are civil matters with which staff cannot become directly involved. However, staff can and does provide general information in an effort to steer the complainants toward resolution. Complaints from low-income households are referred to Legal Aid, a non-profit corporation in Redding.

Action Program [31]: Periodically monitor statistics from police, social service agencies, or private organizations regarding emergency shelter needs and cooperate with public and private efforts to respond to those needs.

Responsible Agencies: Community Development Department.

Timing: On-going.

Analysis: This type of information could be used to help support and justify an application to develop a shelter facility or transitional housing project.

Action Program [32]: Identify appropriate zoning districts in the City on which temporary emergency shelters for the homeless and transitional housing could be developed and provide standards and procedures for the consideration of such projects.

Responsible Agencies: City Council, Planning Commission and Community Development Department.

Timing: By 1994.

Analysis: The Community Development Department staff will recommend that permit procedures and development standards for temporary occupancy emergency shelters be included in the comprehensive zoning ordinance update currently in progress. These regulations will list suitable zoning districts and identify the issues which shelter developers and operators will need to address as part of the permit process.

Action Program [33]: Estimate the housing impacts of larger employment-generating commercial and industrial developments and include appropriate mitigation measures in any environmental documents.

Responsible Agencies: City Council, Planning Commission and Community Development Department.

Timing: Immediate and continuing.

Analysis: A large employment-generating commercial or industrial development will likely have an impact on the local housing market. Those commercial and industrial development proposals that are found to have significant impacts on the housing market will be required to: (a) provide housing units (on the site or elsewhere) at prices affordable to a cross-section of their own employees; or, (b) provide the City with in-lieu fees to be used for housing development; or, (c) propose alternative measures that mitigate the identified impacts.

Action Program [34]: Encourage and support the development of congregate care housing and senior housing with centralized facilities and services in appropriate locations.

Responsible Agency: City Council, Planning Commission and Community Development Department.

Timing: Immediate and continuing.

Analysis: The 1990 General Plan was modified in response to requests from developers to produce this kind of housing on Johnstonville Road. In addition, the Community Development Department staff will recommend as part of the comprehensive zoning ordinance update currently in progress that such developments be allowed as a conditional use in all residential zones.

Action Program [35]: Work with the Lassen County Planning Department and HCD to consider adoption of a formula for adjusting the regional fair-share housing figures whenever the City annexes existing housing units.

Responsible Agencies: City Community Development Department and County Planning Department.

Timing: By 1995.

Analysis: This is a new Action Program intended to address concerns expressed by Lassen County and HCD due to the City's 1992 annexation of about 300 existing housing units.

HOUSING QUALITY

The presence of housing in good physical condition is important to the community. The City would like to improve the condition of its existing housing stock and enhance the residential quality and character of Susanville. Quality housing requires adequate urban facilities and services. Therefore, the City will support residential development only in those areas where municipal facilities and services are available or will be provided as part of the development. The City will consider extending utilities and services only into the most viable expansion areas and will require development fees sufficient to finance the cost of extending infrastructure and expanding central plants.

Older sections of the community should be maintained and upgraded where necessary. To that end, the City will seek grant funding to enable it to offer low cost rehabilitation loans and will also seek the cooperation of local lending institutions in financing structural improvements.

The City will endeavor, through the development approval process, to insure that Susanville's community character, housing quality, and physical and visual environment are improved and that energy-conservation features are incorporated into the design of all new residential developments and homes.

Historically or architecturally important structures, and neighborhoods containing historically architecturally significant homes, will be preserved.

GOAL 8 - Improve the condition of the City's existing housing.

GOAL 9 - Enhance the residential quality and character of Susanville.

POLICY Q: Promote efficient and environmentally sensitive residential development.

POLICY R: The City shall encourage cooperation from local lending institutions for financing improvements to older structures.

POLICY S: The City shall continue and, if possible, expand its housing rehabilitation program.

POLICY T: The selective rehabilitation of non-conforming housing shall be permitted and encouraged.

POLICY U: The City shall endeavor, through the development approval process, to insure that Susanville's community character and housing quality are maintained and improved.

POLICY V: Housing in the city shall be maintained and improved to meet or exceed current health, safety, and fire standards.

Action Program [36]: The City shall add a "planned development" district to its zoning ordinance.

Responsible Agencies: City Council, Planning Commission and Community Development Department.

Timing: By 1994.

Analysis: The 1990 General Plan includes a Planned Development Overlay Land Use District. In order to maintain consistency, the Community Development Department staff will include a Planned Development zoning district in the comprehensive zoning ordinance update currently in progress.

Action Program [37]: Identify target areas with housing suitable for rehabilitation and apply for CDBG funds and other State and Federal loans and grants that may become available for housing rehabilitation.

Responsible Agencies: City Council and Community Development Department.

Timing: Annually, as funding sources are announced.

Analysis: This is essentially the same as Action Program 19 but is re-stated to illustrate that it also applies to the area of Housing Quality.

Action Program [38]: Provide a process for the consideration of requests to rehabilitate non-conforming housing on a case-by-case basis.

Responsible Agencies: City Council, Planning Commission and Community Development Department.

Timing: By 1994.

Analysis: Many of the older housing units in the City do not comply with current zoning regulations such as setbacks, density and off-street parking. These existing housing units provide a source of affordable owner-occupied and rental housing that would not otherwise be available.

The Community Development Department staff will recommend that the non-conforming use section in the new zoning ordinance include special provisions describing the process and standards by which the rehabilitation of non-conforming residences will be considered. This review will consider neighborhood character, the number of other residential units located in the area, and the desirability of having a mixture of land uses in the area. Residential uses will be allowed in all commercial zones with a use permit in accordance with the multiple-family residential (R-3) zoning standards.

Action Program [39]: If grant funding is available, expand the Housing Rehabilitation Program to provide assistance to median-income homeowners.

Responsible Agencies: City Council and Community Development Department.

Timing: By 1996.

Analysis: Many median-income homeowners do not have the financial means to perform needed rehabilitation work on their residence. If the City is able to utilize housing rehabilitation grant funding for persons at median-income levels, this groups should be added to the program as a third priority after very-low and low income owners.

Action Program [40]: Continue code enforcement and maintenance of public areas.

Responsible Agencies: Building Department and Community Services Department.

Timing: On-going.

Analysis: These activities show the City's commitment to enhancing community character and improving the physical and visual environment.

Action Program [41]: Facilitate compatibility between neighboring land uses.

Responsible Agencies: City Council, Planning Commission and Community Development Department.

Timing: On-going.

Analysis: The Community Development Department staff will include various standards and requirements in the new zoning ordinance designed to implement this action program.

Action Program [42]: Amend the City Business License Ordinance to define the ownership of more than four rental units as a business and require the units to meet the appropriate fire safety standards required of all businesses.

Responsible Agencies: City Council, City Administrator and City Clerk.

Timing: By 1995.

Analysis: Compliance with fire safety standards would be required at the time the initial businesses license is obtained. This program would be very effective in improving the health and safety of multiple-family dwellings in the city.

Action Program [43]: Enact an ordinance requiring that, upon sale, housing meet minimum health and safety standards. Provide enforcement and inspection authority to the Building Department and Community Development Department.

Responsible Agencies: City Council, Community Development Department and Building Department.

Timing: By 1997.

Analysis: This would be an effective program to identify and correct building code violations as well as possible threats to the health and safety of the buyer.

Chapter 9. Community Health, Safety, and Conservation

LEGAL REQUIREMENTS

This chapter has five main sections. It covers, in sequence—

(1) Waste Generation and Disposal in relation to the California Health and Safety Code, Section 25135 ("Tanner," enacted as AB 2948 in 1986);

(2) Air Quality;

(3) Social and Health Care;

(4) Safety, as prescribed by Government Code, Section 65302(g), including the protection of the community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, seiche, and dam failure; slope instability leading to mud slides and landslides; subsidence and other known geologic hazards; flooding; and wildland and urban fires. This section is developed in five parts:

- a. Fire;
- b. Police;
- c. Hazards;
- d. Flooding; and
- e. Seismic Activity.

(5) Conservation, including the conservation, development, and utilization of natural resources, water and its hydraulic force, soils, rivers and other waters, minerals, and other natural resources, all as mandated by Government Code, Section 65302(d); and

(6) Noise, as required by Government Code, Section 65302(f).

There are over 50 policies and 100 action programs in this chapter. All stem from the five major goals, below.

OVERALL GOALS

Goal 1. Protect and improve the well-being of the Susanville community, including its residents and visitors.

Goal 2. Maintain the health and safety of the community.

Goal 3. Strive to prevent loss of life and property due to fire, crime, natural hazards, and exposure to hazardous materials.

Goal 4. Provide a consistent supply of high quality water, adequate to meet Susanville's needs.

Goal 5. Minimize the amount of noise that future development creates and the amount of noise to which the community is exposed.

The underlying assumption of these goals is that the City can reduce the hazards caused by many natural and man-made occurrences if advance plans for dealing with them are prepared.

WASTE GENERATION AND DISPOSAL

The Hazardous Waste Management Plan adopted by the County of Lassen is adopted by the City of Susanville, by reference.

As of 1989, Susanville Sanitation, Inc., contracted with the City of Susanville to collect trash and waste. Homeowners, however, are not required to sign up for the private service. The waste is disposed at the Lassen County Sanitary Land Fill. Lassen Community College operated a cogeneration plant, but the operation could not be sustained and went into bankruptcy.

The City's overall intent is to plan for future collection and disposal of waste, and to encourage the community to get involved with the upkeep and maintenance of public and private properties.

Policy a. The City shall require pick-up of trash and waste and will encourage the County to do the same in urban areas under County jurisdiction.

Policy b. The City shall attempt to reduce the generation of trash and will encourage private enterprise to do the same.

Policy c. The City supports cogeneration for the purpose of supplying energy to private businesses.

This policy will be implemented in a manner consistent with prudent handling and management of hazardous materials and with the goals, policies, and programs in this General Plan relating to "quality of life."

Policy d. The City shall encourage innovative and non-traditional approaches to using or disposing of garbage.

Action program [1]: Provide (either directly or indirectly) garbage collection service as part of a municipal trash collection program.

Action program [2]: Encourage the County to require trash collection in the City's Sphere of Influence—and in other areas—when urban density is reached.

Action program [3]: Prepare and distribute information to new residents to apprise them of the City's policies and requirements regarding trash removal, wood-burning, vehicle parking, etc.

Action program [4]: Incorporate regular recycling as part of the waste collection program.

Newspapers, aluminum cans, glass, and other recyclable waste should be collected separately, or a location for their disposal should be designated.

Action program [5]: Limit local product packaging to bio-degradable materials.

Include in a waste-reduction ordinance; allow a 2-year compliance period.

Action program [6]: Develop and maintain a regular City program for collecting leaves and yard debris.

Action program [7]: Work with and encourage the County to address waste generation and disposal as a regional issue, and work with the County to implement its adopted Hazardous Waste Management Plan.

Action program [8]: Encourage the County's Solid Waste Commission to meet on a regular basis.

AIR QUALITY

Regionally, Susanville is located within California Air Basin No. 7, known as the Northeast Plateau Air Basin. Locally, Susanville falls within the Lassen County Air Pollution Control District (LCAPCD). LCAPCD's goal is to cut back local air pollution to attain the ambient level of air quality. Regulations adopted by the District meet standards established by the Federal Environmental Protection Agency (EPA).

The EPA requires permits for new development that have a total industrial emission exceeding 250 tons per year. Sierra Pacific Industries and Susanville Forest Products are currently the only two industries within the Susanville Sphere of Influence that exceed that limit. The City in the future should discourage polluting industries from locating here.¹

¹ Communication with Kenneth Smith of LCAPCD, March 10, 1989.

Residential wood-burning produces significant air pollution in Susanville. In California, wood-burning follows seasonal and regional patterns. More wood is burned during the cold winter months than at any other time of the year, and wood consumption on a per household basis is higher in rural mountainous regions like Susanville.²

The three devices commonly used to burn wood are fireplaces, fireplace inserts, and free-standing wood stoves. In rural areas where wood stoves and fireplace inserts are more commonly found, burning of wood in wood stoves and fireplace inserts accounts for approximately 70 percent of the total wood burned in rural wood-burning households. Air pollutants from residential wood-burning include particulate matter (PM), carbon monoxide (CO), polycyclic aromatic hydrocarbons (PAHs), nitrogen oxides, sulfur oxides, and volatile organic compounds. The major components are carbon monoxide and particulate matter.

A number of variables—stove type, burn rate, wood type, and temperature—can affect the amount of pollutants emitted from a fire. Therefore, there is no one emissions factor representative of all the possible operating conditions.

Particulate matter emissions from wood-burning are predominantly smaller than 10 micrometers. Particulates of this size are easily inhaled and can interfere with the respiratory system. Repeated exposures can cause damage to lung tissue resulting in chronic respiratory diseases. Carbon monoxide, another major component of residential wood burning emissions, affects the body's ability to absorb and transport oxygen, which has an adverse effect on mental functioning. The impacts from residential wood-burning are significant in the winter due to the increase in wood consumption and to weather conditions which limit dispersion of the pollutants.

One study (for South Lake Tahoe) estimated that residential wood smoke can account for approximately 40 percent of the fine particulate mass concentration and for up to 50 percent of the visibility impact. On a typical winter day, residential wood-burning releases 57 percent of the total particulate matter emitted into the basin.

Fortunately, modern technology offers easy and inexpensive solutions to the problem. For new wood stoves and inserts, low emission catalytic models, low emission non-catalytic models, and pellet stove models are available.

For new fireplaces, potential controls include catalytic designs and inserts. For existing wood stoves and inserts, retrofit catalytic devices are available, along with the possibility of some non-catalytic appliance modifications.

² This and the paragraphs following (until Policy "e") are condensed from an item presented to the California Air Resources Board in July 1988.

The EPA has established *New Sources Performance Standards* for residential wood heaters. The standards consist of emission limits for wood-burning devices and a program to certify new wood heaters manufactured after July 1, 1990.

Emission control strategies for residential wood-burning appliances have been implemented by state agencies in Oregon, Colorado, Washington, Alaska, and Montana. The states of Oregon and Colorado have mandatory stove certification programs to reduce emissions from residential wood-burning. Several ski communities within Colorado have adopted their own regulations in response to regional air quality concerns. Aspen, Pitkin County, Snowmass Village, Vail, Beaver Creek, and Telluride have adopted some or all of the following requirements within their jurisdictions:

- Limiting new residential and commercial establishments to one fireplace;
- Mandating the use of heat efficient fireplaces;
- Prohibiting the burning of coal;
- Providing weatherization standards for new construction; and
- Establishing maximum allowable concentrations for specific air contaminants.

Telluride adopted a regulation that required, by October 15, 1988, all open fireplaces to be retrofitted with a Colorado-certified fireplace insert or to be replaced with a liquid fuel device. Also, no open fireplaces whatsoever are allowed in new construction in Telluride.

Washoe County, Nevada, has adopted a regulation that curtails residential wood-burning during periods of high pollution and restricts wood stove sales to those which meet either Oregon or Colorado emission certification requirements.

The following are the City's policies and programs to enhance and protect air quality in the Susanville area.

Policy e. Adhere to federal or State Air Quality Standards, whichever are more stringent.³

Policy f. Susanville's air quality shall not diminish beyond its current level during the winter.

Air quality fluctuates in Susanville on a seasonal basis. A majority of homes are heated by fireplaces or wood stoves. During the cold winter months, more wood is burned for heat, decreasing the air quality. With less fuel burned during the warmer summer months, the ambient air quality improves. Seasonal forest fires may degrade the summer or fall ambient air quality, depending on the proximity of the fires to Susanville, and on existing weather patterns.

³ Source: Air Quality Element of the City of Pleasanton, California, September 19, 1986.

Policy g. The City shall consider the maintenance and improvement of air quality as part of development review for new construction and/or expansion of existing uses or structures.

Policy h. The City shall undertake practices to improve Susanville's air quality, including reducing the emission of particulate matter from wood fires in stoves and fireplaces.

Action program [9]: Locate air pollution point sources such as manufacturing and extracting facilities away from residential areas and sensitive receptors.

Action program [10]: By ordinance, require that new wood-burning stoves and fireplace inserts meet specific EPA emission standards before installation.

As noted under Policy "f," a majority of the homes in Susanville burn wood for heat. The use of certified fireplace inserts and wood stoves will filter out a large portion of the pollutants and help to improve air quality.

Action program [11]: By ordinance, limit open fireplaces in new construction to one per dwelling unit.

Action program [12]: Encourage all new construction to include geothermal heating or active or passive solar heating, and educate developers and homeowners regarding the availability and advantages of alternative heating sources.

Susanville lies in a region of high geothermal activity. Geothermal heating is a more efficient and cleaner alternative to the predominantly used wood fireplaces and stoves. The Susanville Utility Commission along with the City Council is responsible for organizing and directing the City's energy projects.

Action program [13]: Establish by ordinance that the transfer of ownership of property will require City inspection of fireplaces, above the allowed limit of one open fireplace per dwelling unit, and all wood-burning stoves; the retro-fitting of fireplaces with fireplace inserts meeting EPA standards; and the replacement of any older, non-certified stoves with new stoves meeting EPA standards.

Action program [14]: Educate the public regarding the health and air-quality impacts of burning wood and the increased significance of those impacts in winter due to local meteorological conditions.

The Lassen County Air Pollution Control District feels that public education is the most efficient solution to improving the region's air quality. They encourage burning only seasoned wood, routinely cleaning chimneys and stove pipes, and efficient chimney placement. These actions, however, have been inadequate thus far to prevent the worsening smoke pollution each winter.

Action program [15]: Require all new developments of three or more homes to provide a central delivery system for fuel or space-heating.

Examples are the propane fuel delivery system at the Indian Hills development and the geothermal heating system at the Greystone Townhouses.

Action Program [16]: Through the burn permit process, educate the public regarding health and safety concerns associated with open burning.

Action program [17]: Establish a benchmark identifying the Susanville area's current air quality, and monitor air quality continually to measure its improvement.

Air quality is currently monitored by a Hi Vol Sampler, which does not register dangerous particulates responsible for a variety of health problems. The Lassen County Air Pollution Control District recognizes the inadequacy of the monitoring system and is searching for funding in 1989 for a PM-10 sampler, which can detect the finer particulates. The PM-10 sampler is already used in the air quality regulatory district that covers Plumas County.

Action Program [18]: Once an air quality benchmark is established, non-burn days may be established by ordinance when atmospheric and environmental conditions warrant.

Action Program [19]: Urge the Lassen County Air Pollution Control District to adopt equivalent measures and programs.

SOCIAL AND HEALTH CARE

Social problems and deficient health care can be prevented by supporting social and health care services provided by both public and private sources.

Policy i. The City shall encourage public, quasi-public, and private enterprise to continue to provide a broad and expanded spectrum of health care services to Susanville's residents and visitors.

Services now available in the City include programs that supply food, shelter, transportation, energy assistance, and medical services to the needy. Northeastern Rural Health Clinics, Inc., publishes the Lassen County Health and Social Services Directory, which lists all services available in Lassen County.

Policy j. The City shall promote public and private provision of social care services, including child care, senior care, and physical fitness, with special emphasis on wellness facilities and programs.

Policy k. The City shall support and promote local hospital activities and services.

Policy l. The City shall support education, library, and other programs that promote the community's awareness and knowledge of social and health issues.

Policy m. The City shall encourage competition among ambulance and first-responder medical services, while continuing its own first-responder emergency medical service through the City's Fire Department.

Policy n. The City shall promote programs that address the social, health, and other needs of the community and its members, while recognizing the variety of income levels and differing abilities to pay for services.

Social and health care programs are more successful when they reach and are available to all socio-economic groups in a community. The ability to pay should not be a consideration for participation in any of the programs implemented or supported by the City.

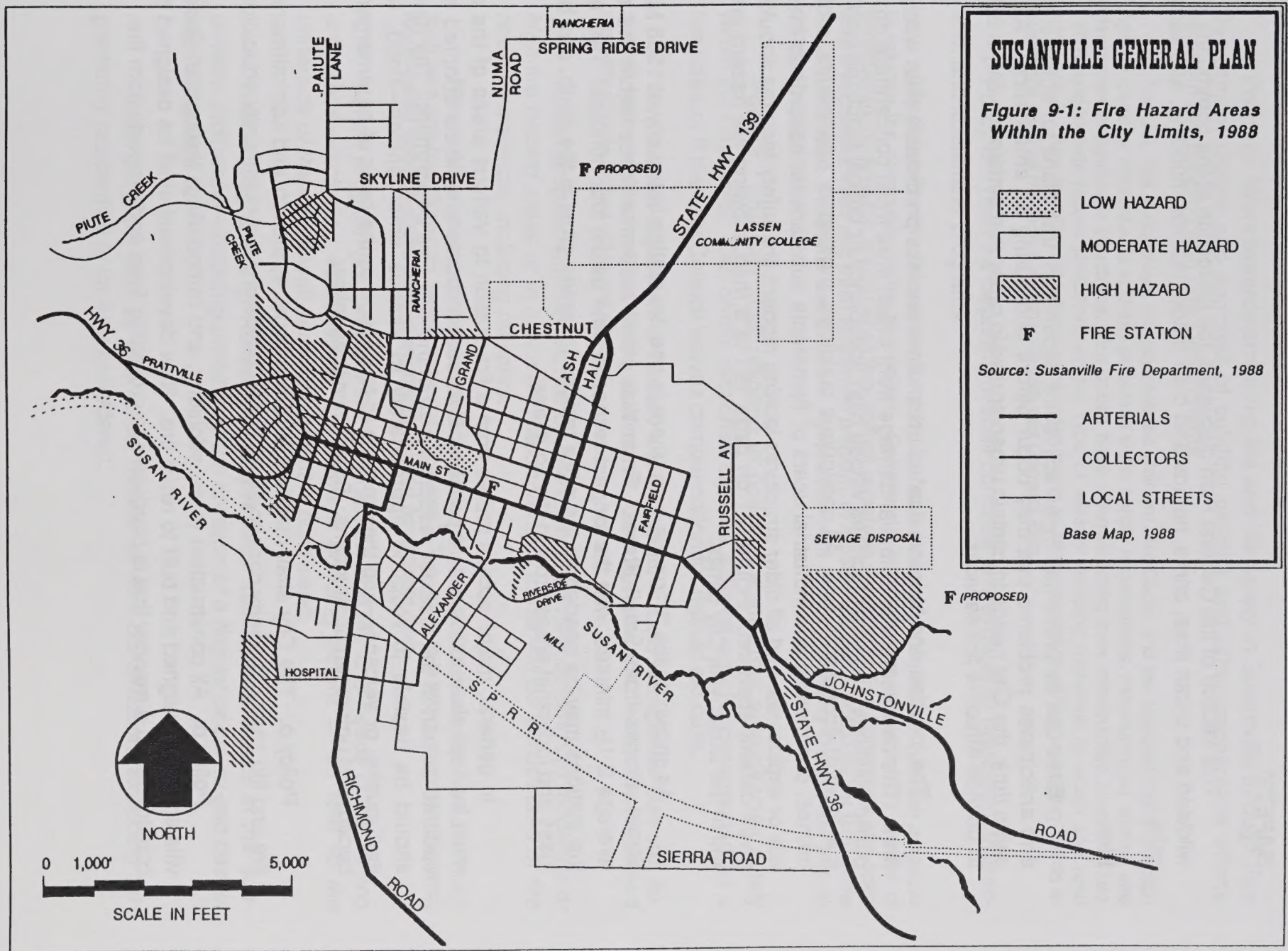
Action program [20]: City review and approval of any new health care facility, excluding doctors' and dentists' offices, will require the provider to prove the area's need for such services through an independent study paid for by the developer. This "needs assessment" shall examine the provider's impact on existing health care facilities.

Action program [21]: The City will ask local hospital and care providers to periodically (at least every three years) assess and respond to the area's medical care needs.

Action program [22]: Work with the County and local hospital to assess the need for an expanded or relocated community hospital, and if needed, to identify an appropriate location.

Action program [23]: Use the development review process to promote the private establishment of child and senior care activities and programs.

Action program [24]: Coordinate efforts of church and other organizations (like the Salvation Army) to provide services for the needy.



SAFETY

This section of the General Plan discusses the protection of the community from wildland and urban fires, crime, natural and man-made hazards, flooding, and seismic risks.

Fire

Fires can be prevented by an active fire department that plans for emergencies and anticipates problems that may occur before and during an emergency. At the same time, the City needs to contain urban sprawl in order to maintain the City's ability to provide effective fire services.

The location and "spread size" of urban fires are less predictable than wildland fires. The assessment of potential damage from urban fires must concentrate on the public buildings and other facilities whose high occupancy or critical functions justify a low level of acceptable risk. All contiguous buildings, multi-story apartments, mobile homes, commercial and industrial users of flammable substances, hazardous materials or explosives, and all older structures lacking modern fire safety features should be given careful attention. Figure 9-1 on page 191 is a map showing fire hazard areas within the Susanville City Limits.

As shown by the "F" on the map, there is one fire station in the city at 1505 Main Street, across from Small Street. From that point, response times within the city average 2 1/2 minutes, with the longest response time below four minutes. Two new fire stations may be needed as the city's residential areas grow to the north, and business and industrial areas grow to the southeast.

In general, major access routes from a fire station to various areas of the city must be kept clear to the extent possible. Evacuation routes should be adopted and updated as part of the disaster response plan of the City Fire Department. The routes should be flexible to respond appropriately to various emergencies—flood, fire, earthquake, or volcano—and they may need to change at the peak of an emergency because of unforeseen obstructions. Specific policies follow.

Policy o. The City shall maintain a professional approach and commitment to fire and life safety, property conservation, fire suppression, and community education.

Policy p. All construction (new, additions, and remodeling) throughout Susanville shall be designed and built to resist fire. New development shall be designed and constructed in a manner that is conducive to protecting lives and property from fire.

Policy q. Work towards protecting fire and life safety in Susanville through Fire Department review and approval of building permits and other cooperative efforts between the Building and Fire Departments.

The City Fire Department has adopted the Uniform Fire Code, and the National Fire Protection Agency Code by reference, to address peak load water supply requirements, minimum road widths, and clearances around new structures. The codes have been directing new construction since the late 1960s and include recommendations on the type of exterior building materials in urban and rural construction. Any specific restrictions or changes made to these codes to reflect changing needs in Susanville shall be made in conformance with this General Plan.

Policy r. The Fire Department shall continue and expand its education, inspection, and abatement programs.

The Susanville Fire Department currently operates *school and community outreach programs* to educate the community in fire prevention. Commercial structures are inspected (1) at time of construction, (2) annually, and (3) when they change ownership or use. The Fire Department also operates a successful *weed and trash abatement program*, in accordance with procedures set forth in the City's ordinances. Violations are abated in conjunction with the City Building Department and all adopted building codes.

Policy s. The City shall respond to police, fire, or other emergencies solely within the City limits. Out-of-city response shall be allowed only if compensated on a fee basis or if the City Council waives compensation for mutual aid calls.

The California Department of Forestry and the Bureau of Land Management both staff fire stations located within the City's Sphere of Influence. These agencies and the City Fire Department currently provide mutual aid to one another.

Action program [25]: By ordinance, the roofs of all new buildings in moderate or high fire hazard areas or in urban/wild-land interface areas will be constructed of fire resistive materials, including masonry.

"Fire-resistive" means "able to withstand specified temperatures for a certain period of time," such as a one-hour fire wall. It does not mean "fireproof." The intent is to move away from layered, rough-edged wood products, such as wood shingles and wood shake roofs.

Action program [26]: Reflect fire suppression abilities and needs in the zoning ordinance—including establishing a maximum building height of 20 feet to the underside of the eaves until aerial equipment is purchased.

Action program [27]: Reflect fire suppression abilities and needs in the subdivision ordinance—including prohibiting the creation of a flag lot or cul-de-sac deeper than three lots.

Action program [28]: By ordinance, require all new construction (excluding single-family residential) to be fully-sprinklered.

Action program [29]: By ordinance, require spark arrestors for chimneys on all new construction.

Educate the public regarding the need for spark arrestors and encourage their installation in existing buildings.

Action program [30]: "Defensible space" will be required and enforced for all development that involves the interface or interaction between urban uses and wild land areas.

"Defensible space" means a minimum of 30 feet of non-combustible surfaces separating urban and wildland areas. Drought resistant vegetation is recommended for these areas.

Action program [31]: A minimum of 2,225,000 gallons of water storage (which amount shall be re-evaluated at least every five years) shall be constructed and maintained for the Susanville water service area, based on a service area population of 14,000.

Action program [32]: All new construction and development shall have two access routes, except those projects that are determined by the planning commission to be consistent with the goals of this chapter without having two access routes. (See Action Program 27 for exception regarding flag lot or cul-de-sac serving three or fewer lots.)

Action program [33]: Net residential densities shall not exceed the following:

<i>Single-family residential</i>	<i>7 dwelling units/acre</i>
<i>Duplex, Triplex, Fourplex</i>	<i>12 dwelling units/acre</i>
<i>Multi-family dwellings</i>	<i>20 dwelling units/acre</i>
<i>Mobile home parks</i>	<i>14 dwelling units/acre</i>

Action program [34]: All new buildings (whether in existing or new subdivisions) shall be located within 300 feet of a fire hydrant.

Water lines must be a minimum of six inches in diameter.

Action program [35]: The City shall develop and commence a program to replace and maintain fire hydrants.

Action program [36]: By ordinance, prohibit all open burning (including, but not limited to, burn barrels, trash, weeds, grass, lots, and open fields), except by one-day permit.

Action program [37]: Continue and expand commercial inspections and weed and trash abatement.

Action program [38]: Coordinate efforts of the Building and Fire Departments to abate hazardous buildings.

Action program [39]: Develop rules and fees for out-of-city responses by the Fire Department.

Action program [40]: Projects that are required to install water systems must have them fully in place and operational before beginning building construction.

Action program [41]: Restrict the use of motorcycles and off-road recreational vehicles in fire hazard areas.

Action program [42]: Establish fire education programs throughout the community.

Action program [43]: By ordinance, regulate above-ground storage tanks for hazardous materials (including fuel oil and gasoline).

Action Program [44]: Provide for additional fire stations as needed.

Police

Crime can be reduced by an active police department that plans for emergencies and anticipates problem areas. At the same time, the City needs to maintain its ability to provide effective police services as the city grows.

Policy t. The City shall maintain a professional approach and commitment to police protection, investigation, community relations and education, crime reduction, animal control, and administration.

Policy u. The City shall maintain the ability to respond to emergencies in a timely and efficient manner.

Policy v. The City's street system shall be designed and upgraded to enhance vehicular and pedestrian safety and to assist the police in traffic enforcement.

Major access routes from the police station to various areas of the city shall be kept clear to the extent possible.

Action program [45]: Continue community-oriented activities, especially those which emphasize crime prevention and community education. Provide public information, education, and crime prevention programs.

Action program [46]: Work with Lassen College to maintain and expand educational opportunities in law enforcement.

Action program [47]: Annually evaluate law enforcement statistics and the City's need to expand or reduce its services.

Action program [48]: Annually evaluate the existing dispatch of emergency services and approaches to improve service, including the need for and feasibility of operating a City Dispatch Center.

Action program [49]: Expand and improve the neighborhood watch program.

Action program [50]: Use development review and the zoning ordinance to require project features that enhance police and neighbor surveillance of property, and that deter criminal activity.

Landscaping, lighting, pedestrian and vehicular circulation, fencing, and building design can be arranged to improve security and surveillance and thus to deter crime.

Action program [51]: Require traffic signals at intersections when traffic counts warrant, based on Caltrans standards.

This will enhance pedestrian and vehicular traffic safety as well as assist in traffic control and enforcement.

Action program [52]: Maintain and continually update an accident data base, and map those areas susceptible to accidents. Annually address problem areas in the Circulation Plan and Capital Improvements Program.

Action program [53]: Annually review areas in, or proposed for, restricted parking zones.

Action program [54]: By ordinance, modify the City's house numbering system to require uniform placement of addresses and house numbers, to require clarity, and to establish means of enforcement.

Hazards

Loss of life and property damage can be reduced during an emergency caused by a natural hazard if development is kept out of hazardous areas and an up-to-date Emergency Response Plan is implemented.

Policy w. The City shall increase public awareness of seismic and other natural hazards, and of methods to avoid or mitigate their effects.

Policy x. The City shall maintain an updated Disaster Response Plan, which shall identify essential emergency facilities and make provisions for them to function in the event of a disaster.

An important part of a disaster response plan is the identification of those facilities that must be relied upon in the event of catastrophe. Critical facilities are hospitals, fire stations, police stations, gas, electric, and water lines, ambulance services, emergency broadcast services, and power plants. Bridges should be evaluated for structural ability to withstand a major disaster. Public facilities such as schools, auditoriums, and stadiums may be designated as alternative facilities.

The following critical facilities are assigned a very low level of acceptable risk: structures with high or involuntary occupancy; utilities; communication lines; transportation, police, fire, and medical facilities; and structures whose failure may be hazardous to large areas.

Policy y. The City shall strive to educate the community about environmental hazards, measures which can be taken to protect lives and property, and methods for responding to various disasters.

Policy z. In areas prone to natural hazards, the City shall only allow land uses that provide appropriate mitigation.

Policy aa. The City shall avoid land uses that threaten public safety and/or that may result in property damage.

Structural hazards result when man-made structures interact with natural hazards. The impact on life and property damage is multiplied when structural failure occurs. Structures should not be located where there is high risk unless there is appropriate mitigation. Critical facilities should avoid these areas entirely.

Policy ab. The City will monitor developments in accordance with the provisions of existing ordinances and will institute fines for activities that are not in conformance.

Policy ac. The City shall promote the maintenance and rehabilitation of its built environment, through code enforcement.⁴

AB 4625 (chapter 1567, statutes of 1988) increases the abilities of local agencies to enforce building codes. The Department of Housing and Community Development publishes a handbook on Code Enforcement to increase the effectiveness of code enforcement throughout the state.

Action program [55]: Assure that the City maintains an up-to-date Emergency Response Plan and regular disaster drill.

Action program [56]: Identify specific facilities and "lifelines" critical to effective disaster response, and evaluate their ability to survive and operate after a major disaster. Designate alternative facilities for post-disaster assistance in the event that primary facilities become unusable.

⁴ Based on information provided by the Department of Housing and Community Development, State of California.

SUSANVILLE GENERAL PLAN

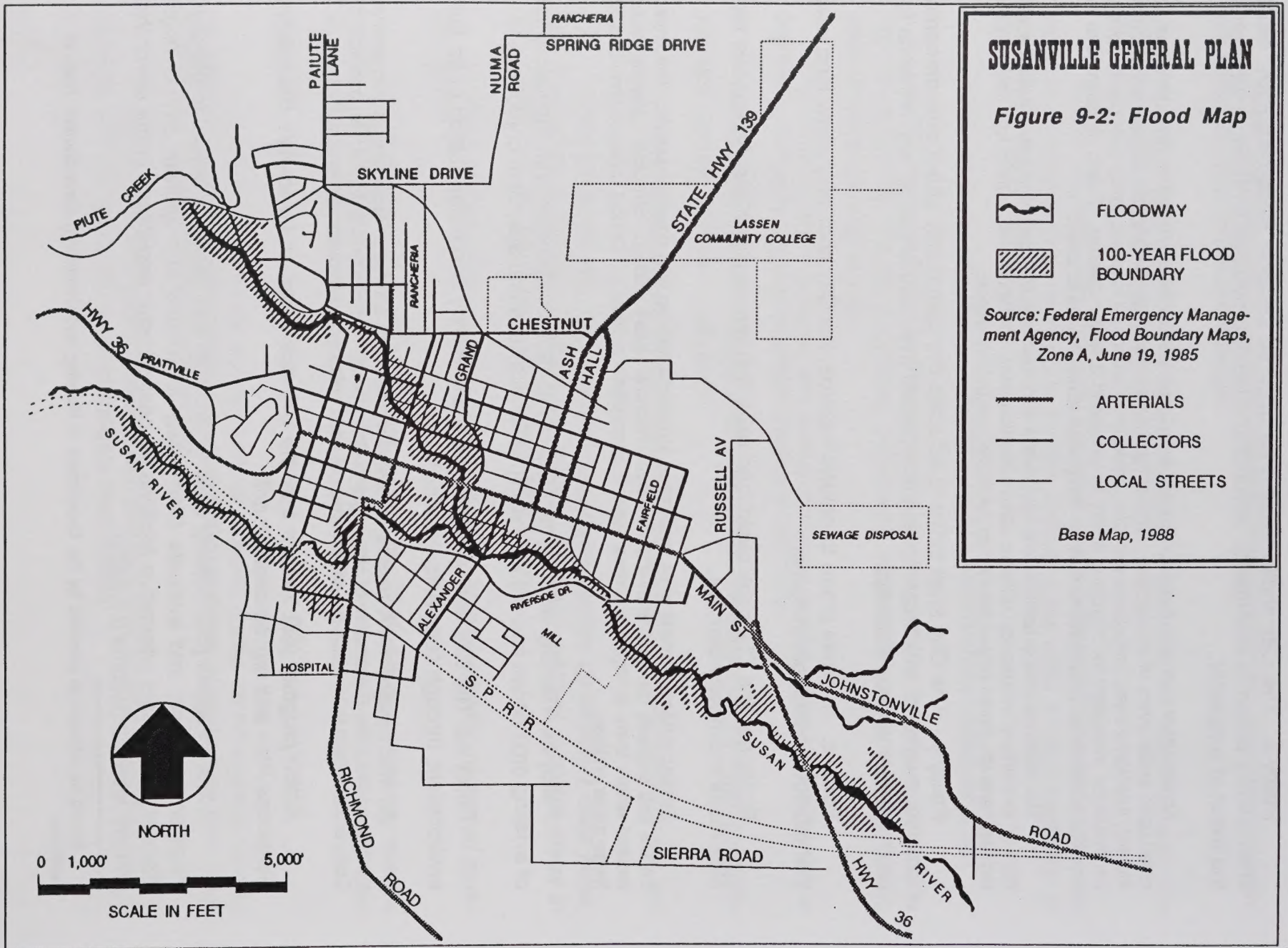
Figure 9-2: Flood Map

-  FLOODWAY
-  100-YEAR FLOOD BOUNDARY

Source: Federal Emergency Management Agency, Flood Boundary Maps, Zone A, June 19, 1985

-  ARTERIALS
-  COLLECTORS
-  LOCAL STREETS

Base Map, 1988



NORTH



SCALE IN FEET

Action program [57]: Regulate development to assure adequate mitigation of safety hazards on sites having a history or threat of slope instability, seismic activity (including liquefaction, ground failure, and ground rupture), inundation from dam failure or flooding, or fire.

Flooding

Flood hazards are considered in three categories: natural flooding, dam inundation, and mud and debris flows. *Natural flooding* results from major rainstorms that cause overflows of stream courses, and may be aggravated by inadequacies in local storm drain facilities. *Dam inundation* occurs in association with structural failure of a nearby water impoundment. *Mud and debris flows* originate in hillside areas having deep top soils with poor drainage characteristics.

Some locations in Susanville have been and will be subject to flooding during a storm with a 1 percent chance of occurrence in a year—the “100-year flood”—which has been set as the “base flood” standard for acceptable risk. Past flooding has occurred during the winter and during the spring storm runoff, primarily along the Susan River and Piute Creek. Figure 9-2 on page 198 reflects the flood map prepared by the Federal Emergency Management Agency (FEMA). Larger and more detailed copies of the map are available from the City Engineer.

Policy ad. The City shall preclude new developments from compounding or impacting the potential for flooding.

Policy ae. The City shall reduce the potential for flooding along the Susan River and along its tributaries.

Policy af. The City shall maintain an updated flood control plan.

Policy ag. The City shall regulate land uses in flood-plain areas and allow development in those areas only with appropriate mitigation. (See Chapter 3, Land Use, page 45.)

Limiting land uses to those that can sustain periodic flooding will have the greatest long-term benefits. Appropriate uses would be open space and recreation. Any higher density development must mitigate the downstream or upstream impacts.

Policy ah. The City shall promote community awareness regarding the severity and extent of potential local flooding.

Policy ai. The City shall cooperate with Lassen County to establish a flood management plan and program for the Susan River Watershed and Drainage Basin.

Policy aj. The City shall establish impact fees, standards, and other measures to mitigate down-stream impacts associated with new development.

Policy ak. The City shall require a hydrologic analysis of runoff and drainage from new development.

The thrust of the above policies is to reduce flooding potential and to reduce surface runoff from areas that drain into streams. Specific techniques include retention, planting of vegetation, cross slope furrows, grading, and other measures which prevent erosion. Ordinances to control soil erosion during construction should be strictly enforced.

Action program [58]: Establish and enforce measures to minimize soil erosion and volume and velocity of surface runoff both during and after construction.

Action program [59]: Improve drainage channel capacity using engineering techniques that will preserve the natural quality of waterways.

Action program [60]: Protect drainage channels and keep them clear of silt and debris.

Action program [61]: Adopt reasonable and effective proposals to mitigate the 100-year flood.

Action program [62]: Require landowners, prior to development of parcels that intrude into the flood plain, to develop plans and funding mechanisms to prevent flooding.

Federal Emergency Management Agency (FEMA) rules do not permit any development of any kind within the *floodway*. If infill development is nevertheless desirable in some flood plain areas, it should be allowed only with sufficient planning and mitigation to avoid flooding. (See Chapter 3, Land Use, page 45.)

Seismic Activity

Earthquakes originate as shock waves generated by movement along an active fault. The primary seismic hazards are ground-shaking and the potential for ground-rupture along the surface traces of the fault. Secondary seismic hazards result from the interaction of ground-shaking with soil and bedrock, and include liquefaction, settlement, landslides, and seiches (oscillating waves in enclosed water bodies).

The most recent seismic activity with epicenters near Susanville occurred as an earthquake and aftershocks during the period of June 20 through June 30, 1976. A magnitude of 4.5 on the Richter scale was recorded.

The California Division of Mines and Geology, on its *Fault Map of California*, indicates that Susanville is located in the Honey Lake Fault Zone. The map shows four quaternary faults and three prequaternary faults that run through or near the city. Quaternary Faults are less than 1.8 million years old and are classified as "potentially active." Prequaternary faults are more than 1.8 million years old and are generally classified as "inactive" unless a detailed study concludes there is potential for activity.

However, no faults classified as "Active" or "Historic" are situated within the City's Sphere of Influence. A fault is considered "Active" if displacement has occurred in the past 11,000 years. "Historic" displacement is seismic activity which occurred within the past 200 years.

The four quaternary faults run mostly in north-to-south patterns through the Susanville vicinity. See figure 9-3 on page 202. The "Hospital Fault" runs west of the hospital. "Inspiration Fault" runs south through the Susanville Ranch and crosses Main Street below Inspiration Point, then runs towards Richmond Road and the south City Limits. In the northeast, the "Grand Fault" runs northwest of and parallel to State Highway 139, toward the intersection of Third Street and Grand Avenue. The "College Fault" runs parallel to and along the southeastern edge of State Highway 139, toward the intersection of Paul Bunyan Road and Hall Street.

Policy al. The City shall be consistent with the Uniform Building Code in adopting acceptable seismic safety standards for buildings and shall require all (except historic) buildings to be brought up to the same standard.

Historic buildings must meet the provisions of the State Historical Building Code, adopted in 1988. The State Historical Building Code departs from the Uniform Building Code to acknowledge the special problems present in older buildings and to provide building regulations that consider all aspects of public safety, yet are appropriate for the rehabilitation, restoration, and relocation of historic buildings or structures.

Policy am. The City shall not allow placement of critical facilities and high-occupancy structures directly upon known fault lines or unstable slopes prone to ground failure during an earthquake.

Detailed geologic investigations should be required before allowing any construction on or in the immediate vicinity of known, mapped faults, irrespective of their record of activity or inactivity.

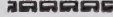
Action program [63]: Enforce safety standards for design of new and existing structures. Give priority to identification of existing critical public facilities and high-occupancy structures which present unacceptable levels of risk.

SUSANVILLE GENERAL PLAN

Figure 9-3

FAULTS

 QUATERNARY

 PREQUATERNARY

PROPOSED ROAD SYSTEM

 ROUTE 36 BYPASS

 ARTERIALS

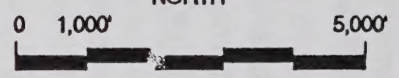
 COLLECTORS

 LOCAL STREETS

 TRAFFIC SIGNALS



NORTH



SCALE IN FEET



Critical public facilities and high-occupancy structures include hospitals, fire stations, police stations, gas, electric, and water lines, ambulance services, emergency broadcast services, power plants, schools, apartments, and employment centers.

Action program [64]: Record information on potential geologic hazards with parcel or subdivision maps.

Action program [65]: Increase public awareness of seismic hazards, and educate the community on procedures that can help to minimize injury and property loss before, during, and after an earthquake.

CONSERVATION

The principle of conservation recognizes that the natural resources of an area are fragile and finite and need to be carefully managed if future generations are to enjoy and benefit from what is taken for granted today. Without a commitment to conservation, however, these resources may be irreparably damaged or lost, diminishing the area's economic vitality and quality of life.

Water and soil are the focus of this section. Their interrelationship defines the character of the area. *The City, with the cooperation of the County, can make a significant commitment to the future of the area* by actively working to control pollution, prevent erosion, protect watersheds, and reclaim land and water.

Water Supply and Quality

The City of Susanville in 1988 provided water service to a population of about 9,400 persons living within an area of approximately 3 square miles. The sources of Susanville's water supply are Bagwell Springs (located one mile north of the city), Cady Springs (located two miles west of the city), and two wells (Well #1 and Well #3) located southeast of the city. The two wells are only used for five months during the summer to supplement the increased demand.

Susanville is located in the Susan River watershed, which encompasses a 580-square-mile area. The Susan River—the primary stream in the watershed—runs for 89 miles from the volcanic highlands east of Lassen National Park to Honey Lake.

The Susan River flows primarily through the winter and spring months. Reservoirs located west of Susanville at McCoy Flat and Hog Flat store water that is released during the summer months to supplement the natural flow. Within Susanville, the River is augmented by flows from Piute Creek from the north. Woodstock Dam is located in the southeastern part of Susanville and diverts water for agricultural purposes to the Jensen and Brockman Sloughs.

Stream degradation is a common problem in agricultural and urban areas. Vertical cuts into the stream banks result in erosion. As stream banks erode, lateral cutting occurs, which leads to a "dry out" zone. Water is lost to evaporation instead of replenishing the aquifer. Eventually, the water table drops.

The Susan River is the principal receiver of storm and snowpack runoff and the silt from erosion. The resulting influx of sediment in the Susan River displaces its water carrying capacity—which is vital in times of heavy runoff.

Steps to be taken to prevent erosion and resulting sedimentation of the river include stabilizing the banks of all waterways and planting vegetation to intercept eroded soil before it enters the water.

A key strategy for management of the area's natural resources is to enact a waterway protection ordinance in the Susanville vicinity including the City of Susanville, designating waterway corridors with setbacks, and establishing guidelines to insure compatibility among agriculture, grazing, developed areas, and resource protection. A waterway ordinance will benefit landowners as well as the larger community. Conservation easements can be established through land trusts. Programs available under the Williamson Act and through the Soil Conservation Service (SCS) can provide incentives.

Policy an. It is City policy to encourage and cooperate with the conservation efforts of organizations, agencies, and jurisdictions which help implement the open space, agriculture, and conservation goals of the Susanville General Plan.

Policy ao. The City shall maintain an updated water service plan.

Revisions to the water service plan will be made to incorporate the changing needs of the city while remaining consistent with the General Plan.

Policy ap. The City shall insure safe drinking water for all residents.

Policy aq. The City shall protect areas which are critical to the maintenance of water quality, including critical groundwater recharge areas.

Lassen County has identified two critical groundwater recharge areas east and south of the city. Both areas are underlain with permeable lake deposits favorable to recharge. The area to the east is also known to have lava aquifers which provide excellent recharge opportunities.

Policy ar. The City shall seek to preserve public and private watershed lands as permanent open space.

Policy as. The City shall seek controls to protect potential groundwater recharge areas and streamsides from urban encroachment.

Bagwell and Cady Springs are the main sources of water for the City. Development in their recharge areas will decrease infiltration and increase the amount of pollutants absorbed.

Policy at. Preserve for utility purposes the right-of-way of the Paul Bunyan logging road to Eagle Lake Road.

The Paul Bunyan Logging Road provides a location for sewer easements between Lake Forest and the remainder of the City.

Policy au. The City shall decrease the loss of topsoil and the deterioration of water quality which results from erosion and sedimentation.

Policy av. The City shall preserve adequate vegetative cover and prevent development which increases erosion and sedimentation potential along streams or in unstable soil areas.

Policy aw. The City shall reduce run-off induced flooding, erosion, sedimentation, and pollution resulting from new development.

Policy ax. The City shall seek State aid and other resources to monitor groundwater and surface water quality.

Sediments from steep, erosive areas can lower the drainage capacity of the river and stream channels. Organic pollutants from manure, chemical fertilizers, and malfunctioning septic tanks are increased with high runoff and can cause odor.

Policy ay. The City shall adopt an ordinance to protect and enhance waterways within Susanville.

Policy az. Urge the County to adopt a waterway ordinance that would be applied to the entire Susanville Planning Area as an overlay zone.

The preservation of any waterway is dependent upon the cooperation of all jurisdictions affecting development along its course. Development along a waterway will produce changes upstream as well as downstream. The waterway ordinance should establish a buffer zone for protection of waterways and the wildlife dependent on them.

Policy ba. It is City policy that waterways be kept in their natural state where technically feasible, rather than be concrete-lined, riprapped, or placed underground.

Policy bb. Streams and streamsides shall be used to provide natural open space or recreation or activity areas for adjacent development.

Action program [66]: Evaluate annually the new or peak demand for water.

Action program [67]: The City shall carry out capital improvement projects which will enhance the efficiency of the supply system.

Action program [68]: Continue to include needed water facilities in the 5-year Capital Improvements Program.

Action program [69]: Determine the demand for water for the expected population within the Susanville water service area, and consider the impacts of a drought or peak fire-fighting demand on water supply and operations.

Action program [70]: Construct storage reservoirs, especially in areas where new development at higher elevations will require increased water pressure.

Action program [71]: Continue to chlorinate water.

Chlorinating water is an inexpensive way to improve water quality, by destroying harmful bacteria.

Action program [72]: Require a 50-foot depth of seal on all City-owned wells. Ensure that unused wells are properly abandoned and sealed in accordance with State or County standards.

Action program [73]: Recommend that the County eliminate septic tanks and also establish strict standards for new wells in order to insure proper groundwater quality within the Sphere of Influence.

The County must examine the cumulative impacts of the allowed development densities in Susanville's Sphere of Influence and compare the results to established water quality standards. Test wells should be required prior to issuing any building permits.

Action program [74]: Identify and map groundwater recharge areas and limit growth in these areas.

Action program [75]: Work with the County to preclude construction of impervious surfaces in groundwater recharge areas.

Action program [76]: Work with the County to deny development where urban encroachment will impact groundwater recharge areas.

Permeable soils are the only areas where groundwater can be charged directly. Paving and other impervious surfaces reduce the groundwater recharge and increase runoff and flooding potential. The lands south and east of the City have the most permeable soils for groundwater recharge.

Action program [77]: By ordinance, allow no improvements to existing or new private wells, whether cool water or geothermal.

Action program [78]: Request from the State copies of all drilling logs on new wells in the Sphere of Influence.

Action program [79]: Support the County's effort in forming a groundwater monitoring district.

Action program [80]: Adopt an ordinance that establishes a waterway buffer zone where technically feasible for lands in Susanville (independent of adoption of any such County ordinance).

A waterway protection ordinance would designate waterway corridors and setbacks, and establish guidelines to insure compatibility among agriculture, grazing, developed areas, and resource protection.

Action program [81]: Plant native vegetation on each side of all designated waterways consistent with Floodway regulations in order to stabilize the banks of the waterways and to serve as a natural filter of sediment to prevent sediment from entering the waterway. Fence vegetation where necessary to insure its survival.

Action program [82]: Regulate land uses such as auto dismantling, waste disposal facilities, gas stations, and industries using toxic chemicals in areas where oil, gasoline, and toxic substances may enter a waterway in times of flood.

Action program [83]: Amend the zoning ordinance to prohibit and abate the dumping of debris and refuse in and near waterways and their buffers.

Action program [84]: Where desirable, purchase public easements along streams, or require dedication of an easement at the time of development.

Action program [85]: Recommend to the County that they control density and restrict development on watershed lands.

Action program [86]: Recommend that the County revise zoning ordinances and maps so that watershed areas with steep slopes are retained in parcels of 60 or more acres.

Action program [87]: Recommend that the County revise its ordinances so that clearing of vegetation on land in watershed areas is limited to access roads, home sites, and fire breaks.

Action program [88]: Assist the County and local ranchers in forming a water resources board.

A water resources board can act as a catalyst in bringing together private and public interests in the conservation of resources.

Action program [89]: Prepare and adopt a natural resources management plan.

Action program [90]: Require off-site mitigations for environmental impacts that cannot be mitigated on-site.

Policy bc. The City acknowledges the importance of geothermal resources as a source of energy and desires to preserve the potential for developing them.

Geothermal resources exist beneath the earth's surface in and around Susanville. This natural energy—derived from heat contained in the earth—can be used to generate electricity or to heat water or indoor space. Although it has been used in California for decades to heat homes and water, geothermal power is an underutilized source of natural energy. It is expected to play a significant role in the state's energy future, and areas with known or potential geothermal resources should be preserved for future use.

Action program [91]: Maintain the City's existing geothermal program, and research opportunities to expand it.

Action program [92]: Prevent development that may damage the integrity of known geothermal resources.

Soils and Slopes

Knowledge of soil limitations and suitability for development will help to conserve a limited resource and determine proper land use. Soil properties which often are the most limiting include drainage, slope, shrink-swell potential, land slippage, and shear strength.

The Soil Conservation Service (SCS) of the U.S. Department of Agriculture mapped and analyzed the soils in the Susanville area. A generalized map for the "Susanville Vicinity Planning Area" outside of the city limits was included as an exhibit in the *Master Environmental Assessment* (October 1982) prepared by Lassen County in advance of their *Susanville Vicinity Area Plan and Environmental Impact Report*, December 1984.

The California Division of Mines and Geology, in a 1973 study, described Susanville as being "in an area of low erosion activity in terms of the relative rate at which soil is being eroded naturally from undisturbed areas."⁵ However, erosion can

⁵ *Susanville Vicinity Planning Area, Master Environmental Assessment*, Lassen County Planning Department, October 1982, page 23.

be stimulated by a variety of human and animal activities, such as road construction, improper grading or failure to re-vegetate, and over-grazing.

A landslide is the downhill movement of masses of earth material under the forces of gravity. Movement may be rapid, or may extend over many years.⁶ Landslides are most likely in hillside locations under conditions where (1) rock strata parallel the surface slopes; (2) high clay content absorbs excess water; (3) displacement has fractured a fault zone; or (4) the base of a slope has been removed by erosion or people. Landslides can be triggered by periods of heavy rainfall, human actions, or earthquakes.

Policy bd. Identify existing erosion problems on public and private lands, and prepare and implement an erosion control program to remedy those problems.

Policy be. Developers shall provide adequate drainage and erosion control during construction.

Policy bf. Off-road motor vehicles shall be prohibited in areas where destruction of topsoil or of valuable habitat could result.

Policy bg. The City shall require soil and geologic investigations in areas prone to slope instability—or to mass movements associated with seismic activity—prior to development. Both on-site and off-site hazardous impacts should be considered by the City in its development review process. All development in hillside areas with slopes greater than 30 percent must provide geologic data on both the site and surrounding areas. See Figure 9-4 on page 210.

Policy bh. The City shall require soil analysis and erosion mitigation prior to issuance of use permits for all development proposed on sites prone to erosion.

Policy bi. The City shall not permit development—including any land alteration, grading for roads, and structural development—in areas designated as having development constraints because of slope instability or other geologic concerns, until mitigating measures are taken to limit potential damage to levels of acceptable risk.

Landslide-prone areas may be stabilized through removing, redistributing, compacting, or otherwise stabilizing hazardous earth masses, installing soil drainage devices, buttressing, and carefully landscaping and irrigating. Other appropriate engineering methods may be acceptable.

Policy bj. The city shall require mitigation to avoid slope instability following development.

⁶ *Ibid.*

SUSANVILLE GENERAL PLAN

Figure 9-4: Slopes Over 30 Percent

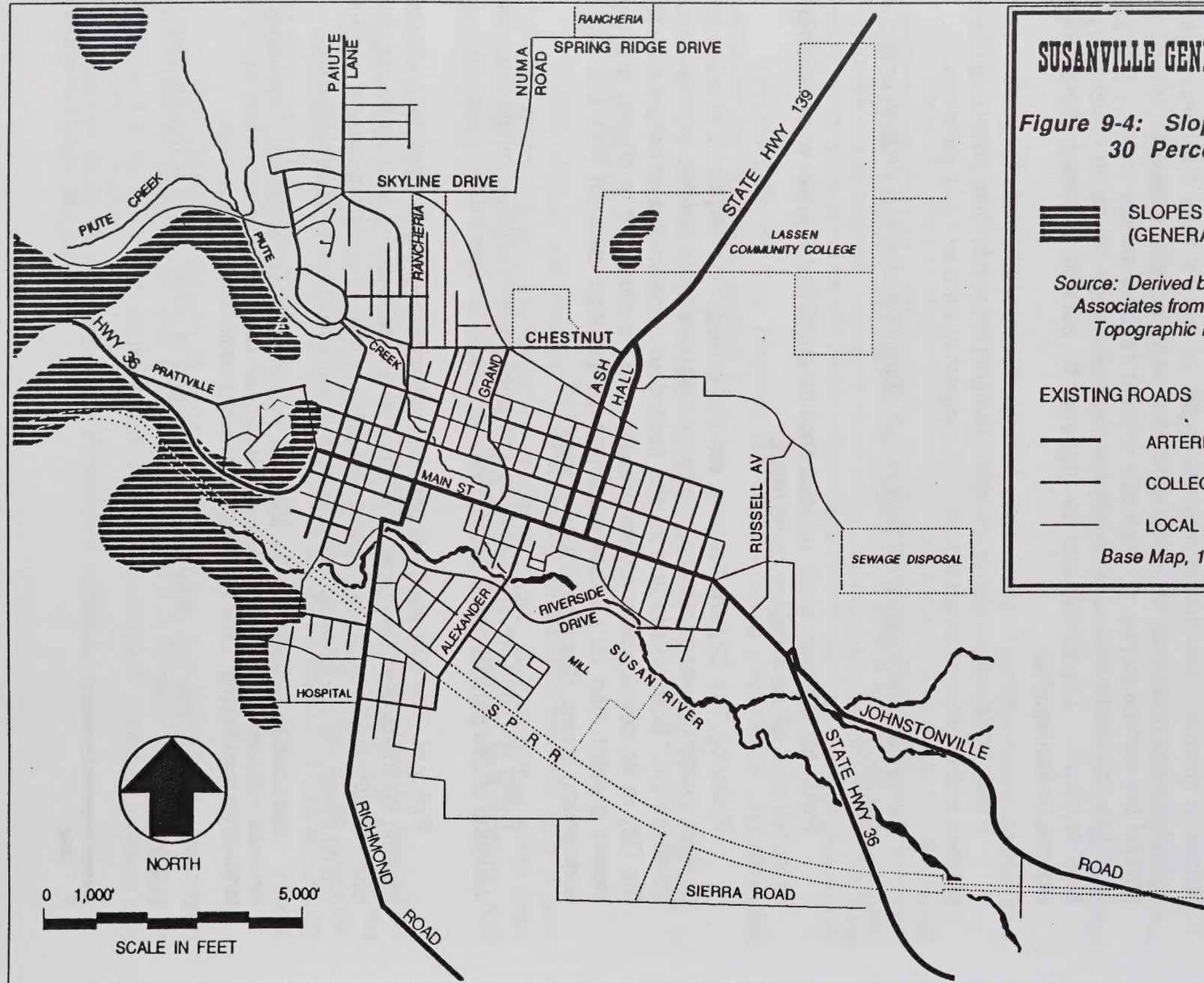
 SLOPES OVER 30% (GENERALIZED)

Source: Derived by Knox & Associates from USGS Topographic Maps

EXISTING ROADS

-  ARTERIALS
-  COLLECTORS
-  LOCAL STREETS

Base Map, 1988



Action program [93]: Refer all applications for development in Susanville, where grading is necessary or where the potential for soil erosion exists, to the Soil Conservation Service for comment.

Action program [94]: Develop a "grading and erosion control" ordinance, and institute fines for violations thereof.

Under such an ordinance, the City would monitor developments and institute fines for non-conforming activities.

Action program [95]: Develop a Hazards Map.

Slopes greater than 30 percent, erosive soils, and floodways and flood plains should be identified on a Hazards Map for the planning area.

Action program [96]: Create development standards for stabilizing slopes following development. Include replanting of vegetation following development on slopes prone to instability. Drought-resistive plants shall be used for landscaping on slopes where excess watering might induce landslides and/or erosion.

Action program [97]: Create development standards to allow only less intensive development (10,000 sq. ft. lot minimum) in high hazard areas.

Action program [98]: Enforce Chapter 70 of the Uniform Building Code to prevent erosion and sedimentation.

NOISE

Susanville does not have a noise ordinance. In addition to noise from small aircraft flying to and from the municipal airport and noise generated by specific local industries, the public experiences noise from autos and trucks on Main Street (State Route 36), on Ash Street (State Route 139), and on some local arterials as well. Logging trucks and the local mills are the most significant noise contributors now. In the future, trucks destined to the proposed hazardous waste disposal site south of the College and to the co-generation facility under construction in Wendell may generate significant additional noise.

Noise contour tables (Figures 9-5 and 9-6) and maps show the existing and future potential noise levels along major trafficways and the distances from the centerlines of the roads that are necessary to reduce noise levels to an acceptable level. (See the Technical Appendix for existing and proposed Noise Contour Maps.)

Method Used to Estimate the 60 and 65 dB L_{dn} Contour Lines

Average Daily Traffic volumes (ADT) were provided for existing conditions and for General Plan build-out. These values were adjusted for traffic speeds to establish

a day-night equivalent value (L_{dn}) for current and future conditions. Speeds on roadway segments were assumed to be at posted (or probable posted) limits, with no stop signs to interrupt the flow of traffic. It was further assumed that heavy-duty truck traffic in the center of Susanville would be no more than five percent of all traffic, and that no more than 15 percent of all vehicular traffic would occur during the nighttime hours.

Adjustments for reduction in traffic volume noise for speeds of less than 55 MPH range from 13 percent at 20 MPH to 83 percent at 50 MPH. Adjusted ADTs were calculated and used to estimate the effective distance from the center-line of the road to the 60 dB and 65 dB contour lines (see Figures 9-5 and 9-6). *These contours assume no sound walls or other barriers to noise waves.* Noise contours mapped at the scale of the one-page maps in this Plan would not be readable. Therefore, Noise Contour maps at a scale of 1"=800' were made a part of the Technical Appendix and are available for review at the Department of Community Development in City Hall.

Effects of Development of Skyline Drive and a Route 36 Bypass

An effective sound barrier now exists along both sides of Main Street between Pine and Ash Streets: The relatively solid row of commercial buildings along most of the length of Main Street reduce noise transmission to the streets and houses behind them. East of Weatherlow, a drop in elevation to the south and the open space of Memorial Park provide additional buffers to separate the noisy traffic of Main Street from the nearest residential units.

The proposed extension of Skyline Drive will divert a considerable amount of traffic from Main and Ash Streets, which will have two opposing effects on sound levels. Beneficial effects will include a diversion of some traffic and its noise away from the center of town. Adverse effects will come from the likely higher speeds on Skyline Drive and resultant higher noise levels, and increased line-of-sight noise transmission to homes between Main Street and Skyline Drive. The proposed Route 36 bypass appears to be far enough south so that the homes north of the SPRR will not be affected by increased line-of-sight noise from high-speed traffic on that route.

Most of the homes in the city will be beyond the 50dB L_{dn} contour line. Existing open space and the cemetery will protect the majority of current residents from noise levels above those recommended in Figure 9-7, page 218.

Although the noise environment with Skyline Drive and a Route 36 Bypass will be acceptable, there may be a *perception* of excessive noise, even though the noise levels will not be so high as to cause physical damage or violate the recommended community noise levels in Figure 9-7.

Perceived noise levels represent the ability of the human brain to detect, isolate, and magnify specific noises. An example of perceived excessive noise levels in

Susanville relates to the heavy-duty diesel trucks. As these heavy trucks travel along Main, Ash, and South Weatherlow Streets and Richmond Road, noise from their exhaust stacks may be heard throughout the community. One must assume that some Susanville residents relate these trucks as being important to their jobs or to the general economy of Lassen County and of Susanville. Therefore, these residents probably screen out or mentally disregard the passage of all but the noisiest trucks. It can also be assumed that other residents do not assign a positive economic value to the movement of heavy-duty vehicles through the city, and therefore resent their presence and the passage of the trucks through the community. These residents will be inclined to mentally exaggerate the noise they hear and assign higher nuisance values to the trucks than may actually be warranted.

Since the quality of life within a community includes such psychological factors as the perception of noise and the variations among individuals toward noise, changes that increase perceived noise levels should be reviewed and anticipated where possible. For example, in the process of planning for the extension of Skyline Drive, consideration should be given to construction of earth berms, installation of wide bands of landscaping, and other noise barriers, to reduce both the actual and perceived noise levels that will be generated by traffic flowing on an entirely new route.

The following policies and programs are designed to reduce the amount of noise to which the community will be exposed.

Policy bk. The City shall require landscaped sound buffers, open space, or other mitigation between residential areas and facilities or areas that produce higher noise levels, such as freeways, commercial sites, and industrial developments.

The buffers will be designed to achieve sound level reductions necessary to meet the land use compatibility criteria shown on Figure 9-7, page 218.

Policy bl. It shall be City policy to minimize the volume of traffic that passes residences.

Policy bm. The City shall limit the introduction or expansion of noise sources that exceed the desired noise levels established in the Susanville General Plan.

Policy bn. The City shall establish local noise standards and enforce them.

The recommended noise standards shown on Figure 9-7 define acceptable conditions for the arrangement and juxtaposition of different categories of land use. The intent is that outdoor and indoor noise standards will be used to review proposals for new development, especially those which either are noise generators or sensitive receptors (residences, schools, churches, hospitals, etc.). Interior noise levels for single and multi-family residential buildings should be mitigated to provide a level of $L_{dn} 45$. $L_{dn} 60$ should be established as the reasonable noise level for outdoor use areas. Areas along major trafficways should especially be checked to ensure satisfactory sound levels.

Figure 9-5: Noise Contour Distances from Street Centerlines, Existing Conditions

Roadway	Class	Speed, MPH	ADT	Adjusted ADT	60 dB Line (Ft.)	65 dB Line (Ft.)
Alexander Ave.	Collector					
Main-Riverside		30	4800	1440	50 feet	27 feet
Riverside-Modoc		—	—	—	—	—
Ash Street	Arterial					
Main-North		35	6300	2520	71	32
North-Chestnut		35	6300	2520	71	32
Chestnut-Skyline		35	3600	1440	50	27
Chestnut Street	Collector					
Paiute-Weatherlow		—	—	—	—	—
Weatherlow-Grand		—	—	—	—	—
Grand-Ash		35	2000	800	—	—
Ash-Fairfield		—	—	—	—	—
Fairfield Ave.	Local					
Main-Paul Bunyan		—	—	—	—	—
Paul Bunyan-Chestnut		—	—	—	—	—
Chestnut-Skyline		—	—	—	—	—
Grand Ave.	Collector					
Main-North		35	2400	960	—	—
North-Chestnut		35	800	320	—	—
Chestnut-Skyline		—	—	—	—	—
Johnstonville Road	Arterial	55	4000	4000	90	45
Main Street	Arterial					
Pine-Lassen		25	6800	1428	50	27
Lassen-Weatherlow		25	18200	3822	90	43
Weatherlow-Ash		25	21700	4557	110	50
Ash-Mesa		25	22300	4683	112	52
Mesa-Johnstonville		—	—	—	—	—

Roadway	Class	Speed, MPH	ADT	Adjusted ADT	60 dB Line (Ft.)	65 dB Line (Ft.)
North Street	Collector					
Pine-Roop		30	2600	780	-	-
Roop-Weatherlow		30	4100	1230	45	20
Weatherlow-Grand		30	3900	1170	45	20
Grand-Ash		30	2900	870	-	-
Paiute Lane	Collector	30	5000	1500	50	27
Richmond	Arterial	35	6600	2640	72	38
Riverside Drive	Collector					
Richmond-Alexander		30	2800	840	-	-
Alexander-Russell		30	3100	930	-	-
Roop Street	Collector					
Cottage-Main		30	3100	930	-	-
Main-North		30	2800	840	-	-
North-Willow		35	500	200	-	-
Russell Ave.	Local					
Riverside-Main		-	-	-	-	-
Main-Paul Bunyan		-	-	-	-	-
Paul Bunyan-Chestnut		-	-	-	-	-
Chestnut-Skyline		-	-	-	-	-
Skyline						
Paiute-Weatherlow		-	-	-	-	-
Weatherlow-Ash		-	-	-	-	-
Ash-Johnstonville		-	-	-	-	-
Weatherlow	Collector					
Riverside-Main		30	7600	2280	65	33
Main-North		30	6300	1890	60	29
North-Willow		30	3100	930	40	19
Willow-Chestnut		-	-	-	-	-
Chestnut-Skyline		-	-	-	-	-
Willow	Collector	35	2000	800	-	-

Figure 9-6: Noise Contour Distances from Street Centerlines, General Plan Build-out

Roadway	Class	Speed, MPH	ADT	Adjusted ADT	60 dB Line (Ft.)	65 dB Line (Ft.)
Alexander Ave.	Collector					
Main-Riverside		40	8000	4240	100 feet	40 feet
Riverside-Modoc		40	6000	3180	80	35
Ash Street	Arterial					
Main-North		25	12000	2520	70	38
North-Chestnut		30	9000	2700	72	38
Chestnut-Skyline		25	14000	2940	75	39
Chestnut Street	Collector					
Paiute-Weatherlow		35	4000	1600	50	27
Weatherlow-Grand		30	7000	2100	62	30
Grand-Ash		35	5000	2000	60	29
Ash-Fairfield		30	6000	2400	70	38
Fairfield Ave.	Local					
Main-Paul Bunyan		30	8000	2400	70	38
Paul Bunyan-Chestnut		30	8000	2400	70	38
Chestnut-Skyline		35	5000	2000	60	29
Grand Ave.	Collector					
Main-North		35	5000	2000	60	28
North-Chestnut		35	3000	1230	45	20
Chestnut-Skyline		35	2000	800		
Johnstonville Road	Arterial	50	11000	9130	170	80
Main Street	Arterial					
Pine-Lassen		25	17000	3570	90	42
Lassen-Weatherlow		25	24000	5040	120	55
Weatherlow-Ash		20	30000	3900	90	45
Ash-Mesa		20	35000	4550	110	50
Mesa-Johnstonville		20	35000	4550	110	50

Roadway	Class	Speed, MPH	ADT	Adjusted ADT	60 dB Line	65 dB Line
North Street	Collector					
Pine-Roop		30	3000	900	—	—
Roop-Weatherlow		30	5000	1500	50	27
Weatherlow-Grand		30	5000	1500	50	27
Grand-Ash		30	4000	1200	45	20
Paiute Lane	Collector	30	6000	2000	60	29
Richmond	Arterial	25	9000	1890	60	28
Riverside Drive	Collector					
Richmond-Alexander		30	10000	3000	80	49
Alexander-Russell		30	10000	3000	80	49
Roop Street	Collector					
Cottage-Main		30	4000	1200	45	20
Mairi-North		30	4000	1200	45	20
North-Willow		35	3000	1200	45	20
Russell Ave.	Local					
Riverside-Main		35	13000	5200	122	58
Main-Paul Bunyan		35	8000	3200	85	40
Paul Bunyan-Chestnut		40	7000	3710	90	45
Chestnut-Skyline		45	5000	3350	87	40
Skyline						
Paiute-Weatherlow		45	1000	670		
Weatherlow-Ash		45	4000	2680	72	36
Ash-Johnstonville		45	6000	4020	90	45
Weatherlow	Collector					
Riverside-Main		25	13000	2730	72	38
Main-North		25	10000	2100	62	30
North-Willow		25	9000	1890	60	28
Willow-Chestnut		25	10000	2100	62	30
Chestnut-Skyline		30	5000	1500	50	27
Willow	Collector	35	3000	1200	45	20

Figure 9-7: Land Use Compatibility Standards

LAND USE CATEGORY	COMMUNITY NOISE							INTERPRETATION
	L _{dn} or CNEL, dB							
	55	60	65	70	75	80	85	
Residential - Single Family Duplex, Mobile Home								 NORMALLY ACCEPTABLE Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.
Residential - Multi-Family								
Transient Lodging - Motel, Hotel								 CONDITIONALLY ACCEPTABLE New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.
School, Library, Church, Hospital, Nursing Home								
Auditorium, Concert Hall, Amphitheatre								 NORMALLY UNACCEPTABLE New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.
Sports Arena, Outdoor Spectator Sports								
Playground, Neighborhood Park								 CLEARLY UNACCEPTABLE New construction or development should generally not be undertaken
Golf Course, Stable, Water Recreation, Cemetery								
Office Building, Business, Commercial & Professional								
Industrial, Manufacturing, Utilities, Agriculture								

Noise Source Characteristics

The land use - noise compatibility recommendations should be viewed in relation to the specific source of the noise. For example, aircraft and railroad noise is normally made up of higher single noise events than auto traffic, but occurs less frequently. Therefore, different sources yielding the same composite noise exposure do not necessarily create the same noise environment.

Suitable Interior Environments

One objective of locating [both single and multi-family] residential units relative to a known noise source is to maintain a suitable interior noise environment at no greater than 45 dB CNEL or L_{dn}. This requirement, coupled with the measured or calculated noise reduction performance of the type of structure under consideration, should govern the minimum acceptable distance to a noise source.

Source: State of California, Office of Noise Control, 1975

Policy bo. The City shall require new commercial and industrial development to contribute financially to sound buffers where required.

Soundwalls, densely vegetated areas, and open spaces reduce noise levels by buffering and distancing noise sources from sensitive areas. New commercial and industrial development will be required to contribute financially to sound buffers as may be required by the City to mitigate noise levels in accordance with the standards of Figure 9-7.

Policy bp. Adopt the State of California noise compatibility standards for various land uses as shown in Figure 9-7, page 218.

Policy bq. Require acoustical studies for any new development in areas having an L_{dn} greater than acceptable for the land use proposed.

Policy br. Require acoustical studies for new residential development within a 60 L_{dn} contour—*i.e.*, within an area where the noise level will be greater than 60 L_{dn} .

Policy bs. Stipulate use of the current standard A-weighted sound levels for measuring noise.

Policy bt. Require setbacks, walls, or other mitigation between noise-generating and noise-sensitive uses.

Policy bu. Allow construction activities at normal activity levels, but limit them to times of the day or week when the number of persons occupying the potential noise impact zone is lowest.

Policy bv. Utilize the natural shielding effects offered by topography to determine the phasing of construction.

Policy bw. Require use of mufflers and require muffler maintenance on construction vehicles to meet EPA standards established under the Federal Noise Control Act of 1972 for new equipment.

Policy bx. Require the placement of stationary construction equipment, such as compressors, as far as possible from developed areas, and require that acoustic shielding be used with such equipment.

Policy by. Require that new residences be located outside of zones affected by roadway- and air-traffic noise above 65 dBA.

Policy bz. Plan road networks that use cul-de-sac and loop streets to reduce the amount of traffic passing residences.

Policy ca. Require construction of berms or walls between arterials and new dwelling units to deflect noise from outdoor living areas to produce a 60 L_{dn} level or lower.

Policy cb. Require placement of fixed equipment, such as air conditioning units and condensers, inside (or within the walls of) new buildings, or on the rooftops of central units, in order to reduce noise impacts on surrounding units.

Policy cc. Enact a noise ordinance or add noise standards to the City's Zoning Ordinance to cover industrial and commercial operations.

Policy cd. Establish appropriate noise-emission standards to be used in connection with the purchase, use, and maintenance of City vehicles and equipment.

Policy ce. Limit the noise impact and duration of grading operations.

Policy cf. Restrict noise-producing maintenance activities by the City in parks during peak-use hours, nighttime, and early morning.

Policy cg. Establish maximum and average levels for electronic-sound devices, such as radios and tape players.

Action program [99]: Adopt the State of California land use/noise compatibility standards shown on Figure 9-7, page 218.

Action program [100]: Enact a noise ordinance to include the above policies for new—and where applicable, existing—development.

Action program [101]: Periodically monitor noise levels from flight operations at the Susanville Municipal Airport to enforce existing Airport Land Use noise standards and guidelines.

Action program [102]: Ticket vehicles with faulty or noisy mufflers, or which otherwise violate State noise restrictions.

Action program [103]: Coordinate traffic signals to smooth and quiet the flow of vehicular traffic through Susanville.

Action program [104]: Arrange with Caltrans to set the traffic signal at Ash and Main to "flashing" yellow for Main and flashing red for Ash after 10:00 PM. □

Chapter 10. Financial Mechanisms For Implementing The General Plan

In order for Susanville to develop in a manner consistent with the General Plan, means must be found to fund area-serving facilities such as major roads, water and drainage systems, and park and recreation facilities. These and other improvements are needed to serve future development within the planning area and, in most cases, are a prerequisite for such development. This report summarizes several possible methods commonly used in California for financing such improvements.

This document cannot be considered a conclusive description of every available financing technique, nor does it purport to have described the process for applying any particular technique with any legal exactitude. For definitive guidance as to the intricacies or application of any particular mechanism, please consult your City Attorney or legal counsel.

GENERAL OBLIGATION BONDS

Information Source: Virginia L. Horler, *Guide to Public Debt Financing in California*, Packard Press, San Francisco, 1987.

Description: General Obligation (G.O.) Bonds may be issued by cities, counties and school districts and are used to finance the acquisition and improvement of real property and construction of public projects of all types—so long as the cost does not include operations, maintenance, or equipment expenses. Security for the bonds derives from the full faith and credit of the issuer (which translates as the taxing power of the city, county, or school district). The process includes identifying the project, estimating the cost, and obtaining the approval of two-thirds of the voters to issue bonds for specific, identified projects. G.O. bonds are not used very often in California due to the two-thirds “super” majority requirement (authorizing *ad valorem* property taxes at whatever rate necessary to pay off the bonds). However, where there is community consensus, G.O. bonds are very effective and inexpensive.

Uses: Virtually any type of public improvement project that has a community-wide impact can be financed through the use of G. O. bonds.

Example: The City of Susanville approved and built the fire station with a G.O. bond issue.

Advantages: Approval requires community consensus, which means that the community really supports the issue. The cost of issuance is very low since the issuer

places its full faith and credit behind the issue. Sometimes several projects can be linked together under a "city plan" and offered as one ballot measure, thereby broadening the scope of the voter's decision whether or not to authorize issuance of G. O. bonds.

Disadvantages: The need for a two-thirds majority makes approval very difficult. Failure at a bond issue election could affect any future possibilities of constructing the project if funds are subsequently found because, in effect, the citizens turned the project down at one election.

MELLO-ROOS COMMUNITY FACILITIES DISTRICTS

Information Source: California Government Code §53311 *et seq.*

Description: The Mello-Roos Community Facilities Act became law in 1982. It permits a legislative body to create a special district (within the legislative body's jurisdiction) that can issue tax-exempt bonds for the planning, design, acquisition, construction, and operation of public facilities as well as provision of public services to benefit district residents. Special tax assessments, levied by the district, are then used to repay the bonds. Distinctively, bonded indebtedness does not constitute an obligation of the legislative body, but rather an obligation of the district. Creation and continued operation of the district is subject to approval of (1) district land owners, or (2) if more than twelve voters reside in the district, a registered voter election. In some cases, a judicial "validation" proceeding is required (as determined by bond counsel) to verify that the special tax is not an *ad valorem* property tax.

Uses: A Mello-Roos district is generally created to build new public facilities in newly developing areas. A Mello-Roos district cannot be created as a technique for *replacing* existing facilities, although it may be used to *increase the capacity of* existing facilities. Bonds issued by a legislative body (issuer) in behalf of a Mello-Roos district are usually combined with other financing mechanisms such as development fees and/or exactions to cover the total cost of district public facilities development. Security for Mello-Roos bonds is in the form of a tax lien on district property. Any such property in default of property taxes (or, if separately levied, the "special tax" pertaining to the bonds) may be subject to foreclosure by the issuer.

Example: A developer needs capital to construct infrastructure needed to service a commercial development. It is anticipated that there will be no residents occupying the area. The city, as a legislative body, joins the developer to form a Mello-Roos district covering the area to be developed. The district then issues tax-exempt bonds which will be repaid from revenues derived through a special tax assessment on the commercial development. To retire the bonded indebtedness, the

city, representing the district, each year taxes the developer the portion of the debt required to redeem mature bonds and cover the debt service on outstanding bonds for that year.

Advantages: The district can be designed to specifically address the needs of the property owners requesting its creation. The funds generated through the financing can be used not only to provide new public facilities and services but also to expand existing public facilities and services. Furthermore, the district can be enlarged and/or financing increased to include previously unserved or underserved areas. This method is in contrast to imposing all costs for public facilities/services in undeveloped areas—benefitting not only the development, but also property beyond the development—onto the developer; or, in more developed areas, imposing exactions or development fees onto the developer for facilities and services benefitting other property owners within the district.

Disadvantages: Creation and expansion of a district are both subject to action by a legislative body, but financing of district facilities by means of a special tax is subject to district landowner or registered voter approval. (If more than 12 voters reside in the district, a two-thirds majority in favor of the tax is required. If fewer than 12 voters reside in the district, then a two-thirds majority approval of property owners is required, with the votes apportioned according to the acreage owned.) If either creation/expansion or the special tax is disapproved, the developer may be discouraged from proceeding with the development which in turn may cost a city or public agency needed property tax or sales tax revenue. Also, a tax formula to repay district indebtedness must be arranged in a manner that does not become a burdensome pass-through to future property owners or tenants.

REVENUE BOND ACTS OF 1933, AND THE REVENUE BOND LAWS OF 1941 AND 1957

Information Source:

**Virginia L Horler, Guide to Public Debt Financing
California, Packard Press, San Francisco, 1987.**

Description: Revenue Bonds are designed to finance facilities that provide benefit to a group of readily identifiable users. Debt service payments are met from charges placed exclusively on the users of the public facility. Such charges include service charges, tolls, connection fees, standby charges, admission fees, leases, and rents. The bond-owner is normally entitled to payments only from these fees unlike the general obligation bond-owner who has a claim against the general assets of the issuer. Issuers of revenue bonds may be cities, counties, redevelopment agencies, parking authorities, joint powers authorities, or nonprofit corporations as specified in the respective revenue acts.

Uses: The Sewer Revenue Bond Act of 1933 specifically limits financing to sewerage projects only, whereas The Bond Law of 1941 and 1957 can be used to finance water systems, garbage or refuse collections and disposal facilities, sewerage projects, parking facilities, ferry systems, public airports, harbors, hospitals, public golf courses, skiing areas, beaches, and projects for the generation, production, or transmission of electrical energy. Section 26401 permits a county to finance incinerators under revenue bond proceedings.

Advantages: These issues do not need voter approval unless 15 percent of the property owners or registered voters petition for an election. Further, they offer a higher yield to the investor because of increased risk and lessened security.

Disadvantages: Because bond-owners are entitled to payment only from the fees and charges obtained by the public entity in operating the facility, they have no recourse to the general fund to retire the outstanding debt. Thus, from the point of view of the issuer, revenue bonds are more expensive than borrowing by general obligation bonds.

ASSESSMENT DISTRICTS

a. Information Source: California Street and Highways Code §5000 *et seq.* (The Improvement Act of 1911) and Street and Highways Code §10000 *et seq.* (The Municipal Improvement Act of 1913)

Description: California law authorizes an assessment procedure which can be employed to pay for public improvements directly benefitting a specific area (district). Each property owner located within the district is assessed his/her proportionate share of the cost for the public improvements. Tax exempt bonds may be issued under the Improvement Bond Act of 1915 or the Improvement Act of 1911 to finance the improvements. Distinct from Mello-Roos bonds, approval of an assessment district does not require a two-thirds majority vote of property owners in favor of levying a special tax because the courts have classified *special assessments* as charges for special benefits over and above public benefits received by the general public; thus, special assessments are not subject to Proposition 13 tax limitations. Notwithstanding this exception to Proposition 13, Assessment Districts are subject to the Special Assessment Investigation Limitation and Majority Protest Act of 1931 (requiring a debt limit report and public hearing, both of which may be waived under certain circumstances).

b. Information Source: California Government Code, §54703 *et seq.*
(Benefit Assessment Act or 1982)

Description: This Act permits any local agency authorized to provide drainage, street lighting and/or flood control services to impose a *benefit assessment* to finance the maintenance and operation costs for such services of special benefit to properties provided with the services. The aggregate amount of the assessment is limited to the estimated annual cost of providing the service, while the assessment imposed on any parcel must be related to the benefit conferred on the assessed parcel.

Also, upon adoption of an ordinance or resolution by a local agency's legislative body imposing an assessment for the aforementioned services, a proposition must be submitted to the eligible voters within the area of benefit. The assessment is then to take effect upon majority approval of the registered area voters (or landowners if fewer than twelve registered voters reside in the assessed area). Except, under this Act, if a majority of voters in the district do not approve of the benefit assessment area, formation of it must be abandoned for at least one year. If the district is approved, then the assessment may be reviewed annually thereafter by the public agency's legislative body to determine the cost of the service, and an appropriate assessment imposed accordingly.

c. Information Source: California Street and Highways Code, §22500 *et seq.* (Landscaping and Lighting Act of 1972)

Description: This Act permits a legislative body to form an assessment district for lighting, landscaping and related improvements and maintenance, including land acquisition and preparation for park, recreational or open-space purposes, as well as the provision of playground facilities.

The engineer (or equivalent) of the local agency proposing the assessment must submit a report detailing plans and specifications, including a diagram of the district and estimated costs of the improvements. If bonds are to be issued, then an estimate of their principal amount must be included.

The legislative body of the public agency must approve the report (as modified if necessary) and adopt a resolution of intention to form the assessment district. A public hearing must occur afterwards at which a majority protest may be filed contesting district boundaries or assessment amounts, or both. However, distinct from a Benefit Assessment District, a majority protest by property owners representing over 50 percent of the proposed assessment district may be over-ruled by a four-fifths vote of all members of the legislative body. The assessment is then to be levied on property within the district for the fiscal year referred to in the resolution of intention upon

approval of the public hearing by the legislative body, with later assessments to be levied annually according to the benefit-cost formula described under the Benefit Assessment Act above.

d. Information Source: California Street and Highways Code, §19000 et seq. (Vehicle Parking District Law of 1943)

Parking facilities may be acquired and improved through the formation of assessment districts under this law. Following this approach, the costs of the parking project are assessed against individual properties in proportion to the benefits received, with each assessment representing a fixed lien against the benefitted property. The Improvement Act of 1911, the Municipal Improvement Act of 1913, and the Improvement Bond Act of 1915 have been adopted as part of the Vehicle Parking District Law of 1943. Therefore, either the 1911 Act or the 1913 Act may be used for Vehicle Parking District assessment proceedings and either the 1911 Act or 1915 Act may be used to issue bonds for the acquisition and improvement of parking facilities.

e. Information Source: California Street and Highways Code, §11000 et seq. (Pedestrian Mall Law of 1960)

This law authorizes main streets in commercial areas to be restricted to pedestrian use and improved for that purpose, and also provides for the assessment of the improvement costs against the benefitted lands.

The Pedestrian Mall Law sets forth a procedure enabling the public entity to pay all or any portion of the improvement costs from the general funds of the entity and other available moneys, or from the proceeds of assessments levied against benefiting properties. Property owners may elect to pay their assessments in cash, or bonds may be issued under provisions of the Improvement Act of 1911 or the Improvement Bond Act of 1915.

Proceedings are initiated by adopting a resolution of intention, which is published, posted, and mailed to property owners. At the hearing, if a majority protest is not filed, the legislative body may order the establishment of the mall and provide for the assessment. If the owners of a majority of the frontage land abutting the mall file written protests, then the legislative body must terminate proceedings to establish the mall. Where assessments are to be levied against properties benefiting from the establishment of the mall, a protest by owners of more than one-half of the land area within the proposed district prohibits the legislative body from levying any assessment, although the mall could still be established.

Improvements to be constructed in a pedestrian mall may be financed by moneys derived from the mall proceedings under the Improvement Act of 1911, by the Municipal Improvement Act of 1913, or by a combination of these methods. Bonds may be issued under the 1911 Act and the 1915 Act.

f. Information Source: California Street and Highway Code §18000 *et seq.* (Street and Lighting Acts of 1919 and 1931)

Both Acts authorize a city to erect and maintain street lighting facilities and place an assessment for the cost and expenses of such facilities on the lands benefitted. The same resolution of intention, (describing the facilities, boundaries, cost, and assessment), hearing process, and abandonment of proceeding applies to these Acts as that described for other assessment districts; except that the city council may override a majority protest by a four-fifths affirmative vote for the improvement. The difference between the two Acts appears to be that the 1919 Act provides for alternative assessment procedures; specifically, an *ad valorem* or installment assessment approach is authorized by the earlier law whereas only an annual assessment is permitted by the later law.

Uses: Assessment districts are normally created to finance projects which are clearly defined and of special and direct benefit to the district. Generally, water systems, sanitation facilities, streets, street lighting, flood control, sidewalks, and similar projects of limited scope and purpose are financed by creating assessment districts.

Example: A group of property owners want their street improved. They approach the city requesting that the improvements be installed. The city does not have the funds available and has a policy that in areas already developed, the property owners should pay for improvements. An assessment district is formed to improve the street, with the city paying a share since the street has some benefit to the whole city. Bonds are issued, and district property owners are assessed fair share portions for the cost of the street, to be repaid annually as a special assessment tax for twenty years.

Advantages: Assessment districts are a mechanism for providing public facilities in areas of a city where previously they may have been unaffordable. Since the facilities are of a limited scope and purpose, they do not impose a financial burden on the entire city; instead, the burden is assumed by the residents of the city who benefit the most. Accordingly, a formula for assessing district property owners can be derived to assure fairness to each property owner. The district can be established in such a way that benefits of the public improvement are maximized both by: (1) promoting development consistent with community goals; and (2) completing a major public works project within a single, continuous time frame. Security for each bond may be provided by a lien on an individual property within the district, with collection

conducted by the issuer's treasurer (1911 Act). Under this approach, the *bondholder* must institute foreclosure proceedings him/herself in the event a delinquent payment is not made within one year. Alternatively, security for the bonds may be provided by placing assessment liens on district private property which the *issuer* must foreclose on in the event any property owner is delinquent in paying his/her annual levy (1915 Act).

Disadvantages: Pursuant to the 1911 Act, an assessment district places liens on individual private properties within the district in the form of an annual fee. Since the yield on 1911 Act bonds is predetermined by statute, potential bondholders must consider the nonnegotiable risk of having to institute foreclosure proceedings. Except in the case of a prime contractor or his assignee owning the bonds (either of which may be sold the bonds at a discount), the attractiveness of 1911 Act Bonds consequently may be diminished. Regarding 1915 Act bonds, there is significant risk in their use to benefit undeveloped, solely or severally owned land because property values are relatively uncertain. If values decline too much, tax foreclosure on any one property might result in insufficient revenue to pay for the improvements. Also, formation of a district requires a great deal of staff time dedicated to designing the improvements and deriving a billing or fair share liability formula (depending on whether the overriding bond issue is based on the 1911 Act or the 1915 Act, respectively). Relatively speaking, these factors make an assessment district complex and perhaps a risky financing technique to implement and manage.

MAINTENANCE DISTRICTS

- a. Information Source:** California Streets and Highways Code §5820 *et seq.* (Improvement Act of 1911)

Description: Under the Improvement Act of 1911, California law authorizes the formation of Maintenance Districts. The district may cover large areas of diverse location in which an annual assessment is established and paid by the property owners of the district to cover necessary public facilities maintenance, improvement, and operation expenses.

- b. Information Source:** California Government Code §50575 *et seq.* (Open Space Maintenance Act)

Description: This Act permits property owners to file a petition with the appropriate legislative body (*e.g.*, city council or county parks and recreation commission) to form an open space maintenance district. The district may be created to improve and maintain open spaces acquired by the legislative body (through its corresponding local agency) for open space preservation purposes. If owners of as-

assessable land, amounting to 25 percent of the assessed value of all assessable land in the district, sign the petition (which must contain a description of the proposed district boundaries, the open space to be maintained, and a description of the maintenance to be conducted) a representative of the local agency must then file a report with the clerk containing the above described information and a map or diagram of the district and each parcel of land to be benefitted by the maintenance.

A resolution of intention and public hearing are then executed by the legislative body. If at the hearing a majority of owners within the district object in writing to all aspects of the proposed maintenance, then no further action can continue regarding establishment of the district for six months. Otherwise, the legislative body may proceed with acquiring jurisdiction to form the district (if necessary), order the maintenance, and require that the cost and expense of the maintenance be paid by annual assessments upon district land on the basis of the benefit conferred on the property effected.

Uses: Maintenance districts normally are used to maintain improvements which are clearly defined and of limited scope and purpose. For example, these districts can provide a continuing source of revenue for the maintenance and replacement of landscaping in public rights-of-way (*i.e.*, landscaping in medians, culs-de-sac, traffic islands, and parkway planting strips).

Example: A group of property owners want the public parking strip in their development maintained. The city does not have sufficient funds to provide the service but is willing to develop a unit cost for it. After adoption of a resolution of intention to form the district and public hearing as described above (taking into account that under the Improvement Act of 1911 a majority protest may be overridden by four-fifths of the city council), an ordinance was adopted forming the district and levying the assessment. Property owners were subsequently billed for the parking strip maintenance service based on a formula for the benefit each receives from it relative to the amount of property he/she owns.

Advantages: Maintenance districts provide a mechanism for maintaining areas that the city cannot afford to maintain. By having property owners pay for maintenance services of direct and limited benefit, city funds are freed for other uses.

Disadvantages: A legislative body is authorized to impose a special tax pursuant to creation of a maintenance district under the Improvement Act of 1911. The special tax, therefore, could be subject to a two-thirds majority voter approval, especially if non-payment is grounds for foreclosure on one's property. Moreover, the maintenance fee may be subject to challenge as to whether or not property owners or

resident voters will benefit at all from the maintenance or benefit in proportion to their share of the total assessment. Consequently, the process for establishing a maintenance district requires that there be a group consensus on the assessment, which may be difficult to establish.

COMMUNITY REHABILITATION DISTRICTS

Information Source: California Government Code §53370 *et seq.* and Virginia L. Horler, Guide to Public Debt Financing in California, Packard Press, San Francisco, 1987.

The purpose of the district is to rehabilitate public capital facilities including but not limited to, streets and roads, sewer and water pipes, storm drains, treatment plants, sidewalks, curbs and gutters, bridges, overpasses, viaducts, street lights, public buildings, flood control works, criminal justice facilities (including jails and juvenile detention facilities), libraries, parks, and recreational facilities. The district may finance its rehabilitation projects under the 1911, 1913, and 1915 Improvement Acts and the Mello-Roos Community Facilities Act of 1982 and is authorized to levy fees, charges, special taxes or other assessments on those residing within the district. In addition, up to 25 percent of existing property tax revenues collected from within the district may be pledged to an issue of senior obligation bonds (functionally equivalent to tax allocation bonds described under Redevelopment Districts) to fund rehabilitation projects.

To establish a community rehabilitation district, the legislative body must adopt a resolution of intention, which contains information concerning the types of facilities to be rehabilitated, the cost of the work, the type of bonds to be sold to finance the projects, and proposed sources of funds to pay for the work and the financing costs. After a notice and public hearing, the members of the legislative body may establish the district and appoint themselves as directors of the district. If the legislative body intends to levy taxes or assessments and proceed with an issue of bonds, the actions necessary for the type of bonds to be sold can be enacted by the legislative body while the district is being formed.

REDEVELOPMENT DISTRICTS

Information Source: California Health and Safety Code §33000 *et seq.* and the Directory of Housing Handbook, HCD.

Description: Redevelopment Districts are used to redevelop areas defined as blighted according to the Community Redevelopment Law. In most cases, the value of property within the district is frozen for 10 to 20 years, with any increase in assessed value generated through redevelopment efforts and collectable as property taxes

(subject to Proposition 13 property tax limits) belonging to the district (*i.e.*, a tax increment). Property taxes generated by the increase in value are used by the district to repay tax allocation bonds (pledged against tax increment revenues) or limited tax bonds (pledged against a special sales and use tax which may not exceed one percent). Such bonds are issued to finance various redevelopment district improvements as outlined in the redevelopment plan. *Note that 20 percent of the total tax increment revenues collected must be set aside for low and moderate income housing development.*

The process for creating a redevelopment district includes an evaluation of the community to identify areas of blight, preparation and adoption of a redevelopment plan, and negotiation of an agreement with other public agencies (such as school districts) enabling them to share the tax increment revenue during the life of the redevelopment district. (Such an agreement is negotiated on the basis of the burden any redevelopment project imposes on existing facilities and services financed by property taxes.)

Uses: Many communities have formed redevelopment agencies to improve blighted, distressed neighborhoods. Ordinarily, a district is formed to finance and promote revitalization of a dilapidated commercial and/or residential area. Although, as part of revitalization goals, a host of improvement projects such as water, sewer, sidewalks, streets, and storm drains can be financed by establishing a redevelopment district. Also, the scope of the redevelopment plan may be broadened by an amendment to the plan and areas contiguous to a redevelopment district annexed to the district. In summary, redevelopment districts promote the efficient use of land and maximization of property values and tax revenues, while simultaneously addressing the need for low and moderate income housing.

Example: A developer proposes a major commercial development on undeveloped land. The site is part of a redevelopment district that includes existing residentially and commercially developed land. The plan proposed by the developer suggests that the increase in property values stimulated by the development will generate sufficient property tax revenue to pay for public improvements long recognized by the city as necessary in the district. The redevelopment agency issues tax allocation bonds to finance the improvements. Ten years later sufficient funds have been generated from district tax increment revenue to retire the bonded indebtedness and to pay for a Main Street redevelopment project located in the district.

Advantages: Public improvements are financed by bond proceeds, with the bonds paid for from tax increment revenue in a redevelopment district. The benefit of this approach is that specific property taxes are applied to solve specific needs within the district. A district does not have to be approved by voters, and the city council may

act as the board of directors for the redevelopment agency. Furthermore, based on a recent California Supreme Court decision, redevelopment authorities may make promises to developers to supply certain aspects of a development, including public facilities, with those promises constituting debt for purposes of cost recovery under the tax increment process.

Disadvantages: A redevelopment district trades-off short-run district tax revenue (used instead to service debt) in exchange for long-run returns realized from property appreciation in the redevelopment area. Redevelopment policy encourages such a trade-off for the purpose of long-term structural upgrading, including public improvements, development, and job creation in the redevelopment area. However, other public agencies that heavily rely on property taxes may sue a redevelopment agency unless an agreement is executed enabling the agencies to share the tax increment. Otherwise, the tax increment might not be used to support the affected agencies while the redevelopment continues to impose an additional burden on the agencies' facilities and services. Also, the redevelopment plan process generally requires a specialized consulting team consisting of a planner, attorney, and engineer. As a consequence, adoption of a redevelopment plan typically has a high initial cost which is commonly borne by the city's redevelopment agency.

PARKING LAW OF 1949

Information Source: California Street and Highways Code §32500 *et seq.*

This Act empowers a city to establish a parking authority for purposes of acquiring or disposing of property for parking purposes, as well as erecting, managing, and maintaining parking facilities. The parking authority also has the power to issue revenue bonds subject to the approval of a majority of voters in the city where the facilities are to be located.

PARKING AND BUSINESS IMPROVEMENT AREAS

Information Source: California Street and Highways Code §36500 *et seq.*

Description: A Parking and Business Improvement Area is that which encompasses commercial businesses that pay a fee, assessment, or similar charge for parking facilities, aesthetic enhancements, or general business promotion. An area is formed upon request to the city council by 20 percent of the owners of businesses within the area to be formed or by the city council which may adopt a resolution of intention to form a parking and business improvement area on its own initiative. The parking and business improvement area may not be established if a majority of

business owners within the proposed area file written protests which are ruled upon at a public hearing addressing the city council's resolution of intention to establish the area. Otherwise, the city council may adopt an ordinance establishing the area and levy an assessment according to the estimated benefit to the businesses within the area. Funds collected in a parking and business improvement area must be used to benefit the area in which the assessments are collected and each business may be assessed based on its type, size, and location as well as the cost of the service or improvement provided.

Uses: Possible uses of a parking and business improvement area include the following:

- a) Improving appearance, cleanliness, safety, and customer convenience;
- b) Conducting locational promotions for purposes of maintaining and improving the mix of retail, office, and service businesses;
- c) Funding of marketing campaigns;
- d) Providing a source of matching funds as an incentive for streetscape and parking improvement projects to be undertaken by the city.

Example: A consortium of uptown businesses forms and wants to offer joint advertising. No individual wants to assume the responsibility for collecting fees. The city offers to collect the fees as part of a business improvement area. The area is formed, and through the participation of the businesses in a goal setting session, numerous other ideas are generated. The city staff estimates the cost of the projects and programs identified and returns to the group with some ideas for assessments. After discussion, the group agrees to assess themselves \$100 to \$350 per business annually.

Advantages: This financing mechanism gets businesses located in the same proximity involved in supporting projects and programs that will benefit those same businesses. A parking and business improvement area also provides a constant source of income for the area so that projects and programs can be undertaken and goals for the area achieved over time. Moreover, support from the community-at-large for business improvement area projects has no financial burden associated with it.

Disadvantages: Although the city may recognize needed improvements that will directly and substantially benefit businesses located in the same proximity, there is no guarantee that those businesses will agree on the formation of a parking and business improvement area, or, if formed, agree with the city-recognized needs, or agree with

the city on the share the business improvement area should contribute for any improvement. Also, there is no guarantee that the area will continue on a long-term basis. Furthermore, a disagreement or a change of ownership among any participating businesses could disrupt the continuity of progress which the program facilitates.

PARKING DISTRICT LAW

Information Source: Street and Highways Code §35100 *et seq.*

Similar to a parking and business improvement area, a parking district may be established by property owners representing 51 percent of the total assessed value of real property in the proposed district. Upon submittal of a petition describing the boundaries of the district, the parking places to be acquired, public ways for ingress to and egress from the parking places, improvements to be made, and cost and revenue information, the city council may adopt a resolution of intention to form the district.

The resolution must be heard at a noticed public hearing and, if no majority protest is filed or recognized, adopted as an ordinance, with modification if necessary. In accordance with the ordinance, an assessment is then levied on district property—in much the same manner as a parking and business improvement area—to pay for the parking facilities (or bonds authorized to be issued for the same purpose).

CERTIFICATES OF PARTICIPATION

Information Source: Virginia L. Horler, *Guide to Public Debt Financing In California*, Packard Press, San Francisco, 1987.

Description: Certificates of Participation (COPs) governed by California case law, can be used to finance municipal improvements and qualifying private projects that have a specific cash flow (such as a long-term lease), or a special fund, established in both cases to secure COPs. A primary issuer of certificates is the California Cities Finance Corporation (CCFC). The CCFC pools COP financed projects from cities throughout California and issues certificates periodically to finance the group of public improvements. Collateral for the certificates are the leases and installment sales contracts which are enhanced by various insurance policies. In order for *lease-backed* COPs to be tax-exempt, the lease must be considered a *sale* agreement entered into under the public entity lessee's borrowing power. The IRS also requires that the lease term be limited to no more than the anticipated useful life of the lease property. Additionally, lease-backed COPs are exempt from Proposition 13 debt limitations; therefore, no voter approval is required for this type of COP issuance.

COPs supported by an *installment sales agreement*, on the other hand, are subject to the Proposition 13 debt limitation unless the public entity issuer creates a special obliger fund, distinct from the public entity's general revenue fund, and appropriates COP payments from that fund. COPs backed by an installment sales agreement are exempt from federal income tax because a public entity is financing a public purpose facility.

Uses: Cities have used certificates for every type of major municipal purchase.

Example: The City of Susanville water system was purchased through the use of certificates of participation. (Those certificates were not issued by the CCFC, but by the City). CCFC was considered for financing construction of the City's engineering shops and the irrigation system project at the golf course, as well as financing the purchase of the police station. The City has reserved the right to finance these improvements at a later date in the event the City has an immediate need to maintain its cash reserves.

Advantages: Certificates avoid the difficulty of a two-thirds majority vote. Also, the interest rates are very reasonable (compared to bank loan rates) when the certificates are tax exempt. Altogether, the procedure is very rapid, with financing usually requiring less than 120 days.

Disadvantages: A certificate issue needs to be tied to a specific source of revenue for repayment. In the case of the water system purchase, water service fees are pledged to repay the debt. Bond financing options pledge city tax or assessment revenues which are more secure, thus, they have lower interest rates. Moreover, as a consequence of the annual appropriation for an installment sales agreement type of COP issue, the city's balance sheet can be adversely affected.

DEVELOPMENT FEES

Information Source:

California Government Code §66000 *et seq.*

Description: Development fees are implemented by a public agency upon review of a study of the actual costs for public facilities or services needed to serve a specific development. It is advisable in light of recent court rulings that local agencies adopt programs (*e.g.*, a Capital Improvement Program) that establish a "reasonable relationship" between imposition of the fee and the type of development project for which the fee will be used.

Uses: The fees can be immediately spent on site-related public improvements or saved for less than five years after which the public agency must make a finding as

to the reasonable relationship between the fee and any proposed use of it. Possible development fees include:

- a) Water Modelling and Connection Fees (to contribute to the payment for and operation and maintenance of new and existing water facilities);
- b) Community Facilities Development Fees (for construction of major public improvements, the cost of which is borne by the developments that generate the need for the improvements);
- c) Storm Drainage Impact Fees. (for the purpose of improving, operating and maintaining increasingly burdened sewerage facilities, calculated on the basis of the estimated increase in water runoff attributable to a proposed development.);
- d) Park and Recreation Land Improvements (for acquisition, development, and improvement of neighborhood and community park and recreation facilities);
- e) In-Lieu Housing Fees (as an option for developers to meet the housing policies of a city's General Plan requiring contributions to the housing stock relative to the size of a commercial or industrial development);
- f) Traffic Modelling and Mitigation Fees (for construction of major roadway and traffic improvements attributable to a proposed development. The traffic impact data are derived from established trip generation rates for various land uses);
- g) Building Permit and Planning Processing Fees (to pay for building inspection and planning services including a share of the cost for the city's development of its General Plan);
- h) School District Fees (for providing permanent school sites or financing interim school facilities necessitated by new residential development).

Advantages: The fees are paid by the developer and passed on to the purchaser or lessee of the property. There are no requirements for voter approval, and the city receives fees for any public improvement prior to construction on the development site. This approach protects residents of the community from having to finance or pay for public facilities which become necessary to accommodate large scale private development.

Disadvantages: Fees can increase the cost of development beyond the average home-buyer's or tenant's ability to pay. Consideration should be given to alternatives such as in-lieu mechanisms for large commercial developments (e.g., land

dedications or reservations) or density bonuses for large scale housing projects that provide certain amounts of lower-income housing. Also, derivation of a fee formula may require a large block of staff time and effort to assure fairness.

REVOLVING LOAN FUNDS AND TRUSTS

Information Source: California Government Code §55314.5 and Directory of Housing Programs, HCD.

Description: California Law authorizes revolving loan funds from moneys available to legislative bodies that have adopted Mello-Roos Community Facilities Districts and from the Predevelopment Loan Program.

The legislative body adopting a community facilities district may issue loans from legislative body funds for purposes of property acquisition, engineering services, or the construction of district facilities. The borrowed funds are then to be repaid with interest within five years from tax revenues or other moneys available from the district.

The Predevelopment Loan Program, administered by the California Housing and Community Development Department, provides "seed money" for local agencies and non-profit corporations targeting the development or rehabilitation of low income housing in both rural and urban areas. Among other things, a Predevelopment loan may be used for site preparation expenses, such as water and sewer facilities installation. Although individual loans are limited to a term of one to three years, the seven percent interest rate may be reduced or eliminated if the loan committee finds that it would prohibit significant numbers of very low income persons from owning or occupying units within the funded project.

Additionally, the City of Susanville has a revolving loan fund which has been developed from federal and State funds administered by the City and loaned to resident property owners. Also, the City has several trusts, the largest of which is a Parks Trust funded primarily by the late Mr. Pancera.

Uses: The federal and State revolving loan funds are being used to develop Susanville's General Plan and in the future will be loaned to residents and invested in homes and buildings that need rehabilitation. The trust funds operate on a similar principle. The Parks Trust, whose funds are restricted to use for park purposes, could loan funds to the parks department for repayment over time, thereby maintaining the integrity of the trust while providing an excellent source of funds for park related improvements and maintenance.

Example: See uses.

Advantages: Provides an on-going source of revenue, albeit of limited supply, for building rehabilitation and other public purpose projects.

Disadvantages: Usually such funds are not available in the large sums necessary to finance most public facilities projects.

FEDERAL ECONOMIC DEVELOPMENT ADMINISTRATION (EDA)

Information Source: **Directory of Housing Programs, HCD.**

The EDA sponsors various funding programs for research, technical assistance, and development initiated by local agencies and non-profit corporations. Step one of the qualification process for EDA assistance is the establishment of an *Overall Economic Development Program* (OEDP) Committee representing the community at-large. After an analysis of the area's economic activities, resources, and potential, as well as documenting a strategy for maximizing on the local economic and social capabilities, the OEDP adopted by the Committee is submitted to the EDA for approval. Upon approval of the OEDP, all public works and business development projects proposed for EDA assistance must be consistent with the OEDP.

EDA *redevelopment areas* that are delineated in the OEDP on the basis of specific statistical requirements are eligible for the complete range of EDA benefits. Economic Development Districts on the other hand target a multi-jurisdictional area since an individual redevelopment area often lacks sufficient resources for a solid economic base. By grouping together distressed areas with those of economic health, the Economic Development District fosters development on a large scale. Among the grants available from EDA are: Administrative Expense Planning Grant, Comprehensive Economic Development Grant, Assistance to Districts for Professional Services, and Research Assistance. A fifth grant, the Public Works Program, provides funding for commercial and industrial site related public utilities, construction of job-training facilities, public facilities at airports, harbors, blighted or congested commercial areas, publicly owned recreational facilities to enhance the area's tourism industry, and the renovation of inner-city buildings for special development purposes. EDA funds 50 percent of eligible projects and in some cases 80–100 percent. Ineligible projects include those that are highly speculative or lack job creation and business development potential, or those that do not provide benefits to the poor and unemployed.

FEDERAL URBAN DEVELOPMENT ACTION GRANTS (UDAG)

Information Source: **Directory of Housing Programs, HCD.**

This federal matching grant program is aimed at assisting severely economically and physically distressed cities. Qualification criteria for UDAG funds include age of housing stock, per capita income, population, out migration, unemployment, poverty, and job lag in retailing and manufacturing. Twenty-five percent of each year's appropriation is set aside for communities with a population of 50,000 or less. While grant decisions are based on the funding of a diversity of projects representing a reasonable balance of residential, commercial, and industrial projects, the primary criterion for selection is the comparative degree of physical and economic distress among all applicants.

STATE OF CALIFORNIA COMMUNITY DEVELOPMENT BLOCK GRANTS (CDBG)

Information Source: **Directory of Housing Programs, HCD.**

As a city with a population under 50,000, Susanville may compete for funds from the Community Development Block Grant non-entitlement Program, a federal program administered to small cities/towns in California by HCD. Three eligible activity areas qualify: housing, public facilities, and economic development. Furthermore, at least one of three program objectives must be addressed—benefit to lower income people, elimination of slums or blight, or resolution of urgent community development needs. Eighty-one percent of the State's non-entitlement funds are earmarked for lower income housing development and economic development assistance. The economic development assistance includes funding for the off-site improvements necessary for businesses to locate in qualifying cities, granted under the proviso that the businesses provide permanent employment opportunities for lower income residents.

The four evaluation criteria for a non-entitlement grant are:

1. The relative extent of poverty within the community.
2. The relative benefit of each applicant's program to lower income households.
3. The relative seriousness of the needs each applicant proposes to remedy, the effectiveness of proposed resolutions, and the consistency of these proposals with State objectives; and
4. The relative cost-effectiveness of each applicant's program.

Programs that have been funded in the past include water, sewer, and infrastructure repair projects.

CREEKS, OPEN SPACE, AND TRAILS

- a. Information Source:** Urban Stream Restoration Program,
California Department of Water Resources.

The objectives of this program are to assist communities in reducing damages from stream bank and watershed instability and floods, while restoring the environmental and aesthetic values of streams, and to encourage stewardship and maintenance of streams by the community. The program provides technical assistance to communities in designing solutions to flooding and bank stability problems and developing land use regulations to manage floodways and riparian environments. The program also provides grants on an annual cycle for on-site stream restoration work, design of restoration and flood damage reduction plans, organization of volunteer maintenance and monitoring projects, and acquisition of greenbelts along streams.

Counties, cities, and non-profit organizations are eligible to receive grants from the Urban Stream Restoration Program. The program's enabling legislation requires that the proposed projects restore or enhance the aesthetic, recreational, fish and wildlife values of the waterways. Proposals which stress community involvement are given a high priority. Small neighborhood, community organizations, or service groups are encouraged to apply by making arrangements with non-profit organizations or local governments to be their sponsor. Typically, the Department of Water Resources mails out requests for grant proposals in the fall. Proposals are reviewed in December or January, and arrangements for the transfer of grant monies to the successful applicants are made in the winter and spring. Project completion is usually expected within a year from the time the grant is awarded. To qualify, an applicant needs to have two objectives: first, restoring environmental resources and, second, addressing a problem of watershed stabilization or flooding.

- b. Information Source:** California Department of Fish and Game,
Inland Fisheries Division Grant Program.

The Department of Fish and Game (DFG) provides grants for fishery restoration work. Typically, the application deadline falls in April, and funds are not available to successful applicants until at least September. Proposals are reviewed by the appropriate DFG unit biologist and for some sources of funding by the Salmon Stamp Committee or the Advisory Committee on Salmon and Steelhead Trout. Funds for this program come from a variety of sources:

- *The California Wildlife, Coastal, and Park Land Conservation Bond Act of 1988 (Proposition 70).* This Bond Act authorized various programs for purposes of

park and recreation land and facility acquisition, development, and rehabilitation. These programs, described in Figure 10-1 on the following page, also include funding for innovative programs, major maintenance projects, and archaeological resource preservation. The DFG provides funds for the restoration and enhancement of salmon, native steelhead trout, and wild trout habitat.

- *The Cigarette and Tobacco Tax Benefit Fund (Proposition 99)* provides funds to benefit fish and wildlife. For both Prop 70 and Prop 99, funds may be available from the Wildlife Conservation Board (WCB) as well as the DFG. Approximately \$3 million was available from these sources in fiscal year 1989-90.

- *The Salmon Stamp program* provides funds for projects directed at restoring salmon populations through habitat enhancement or fish rearing, and to projects designed to educate the public on the importance and the ecological and environmental requirements of salmon. Anyone may apply. Action projects are preferred to studies, evaluations, or monitoring. Approximately \$500,000 was available in fiscal year 1989-90.

- *The 1984 Fish and Wildlife Enhancement Bond Act (Proposition 19)* provides funds through the Wildlife Conservation Board to correct the more severe deficiencies in fish and wildlife habitat in California. Funds may be used only by public agencies to enhance, develop, or restore flowing waterways for the management of fish *outside the coastal zone*. Individuals or groups must affiliate with or act as the agent of a public agency to be eligible for these funds. Approximately \$1 million was available for new projects in fiscal year 1989-90.

c. Information Source: **State Water Resources Control Board,
Clean Water Construction Grant Program.**

The State Water Resources Control Board provides water quality management planning grants to State, local, and regional agencies to address a wide variety of surface and groundwater quality problems. These funds are provided by the federal government under sections 205(j) and 604(b) of the Clean Water Act: Approximately \$1.2 million will be available per year for fiscal year 1989 and fiscal year 1990.

The funding emphasis will be on projects that focus directly on corrective or preventive actions for "State identified water quality impacted water bodies," proposed by agencies with the capacity to perform and complete the proposed work. However, projects that focus on other water quality problems will also be considered. Projects which are primarily research will not normally be funded.

Figure 10-1: Summary of Grant Programs Under Proposition 70, as of October 1988¹

PROGRAM	TOTAL DOLLAR AMOUNT	COMPETITIVE OR BLOCK GRANT	APPLICATION DEADLINE	ELIGIBLE APPLICANTS	ELIGIBLE PROJECTS
Special District	\$10 million over 2 years (\$5 million in FY 89/90; \$5 million 90/91)	Competitive	September 15, 1989 for FY 90/91.	Special Districts who provide significant recreation services and are not eligible for funds under the Per Capita Program.	Acquisition, development rehabilitation of parks
Trails	\$5 million over 2 years (2.5 million in FY 89/90; \$2.5 million 90/91)	Competitive	Sept 15, 1989 for FY 90/91.	Local units of governments and nonprofit organizations authorized to provide park, recreation or open space services or facilities.	Acquisition, development, rehabilitation of trails.
Per Capita	\$120 million	Block Grant	September 15, 1989 for FY 1990/91; September 15, 1990 for FY 1991/92.	Cities, counties, park & recreation districts, regional park districts, open space districts, & other qualifying districts.	Acquisition, development rehabilitation of parks & recreation.
Roberti Z'Berg Harris	\$20 million (70% State; 30% Local Match)	(1) Block Grant \$16,351,000	(1) Application period is July 1, 1989 thru June 30, 1990. Agreement must be fully executed by 6/30/90.	Cities, counties, qualifying special districts (as defined in Act).	Acquisition, development, rehabilitation of parks & recreation. Up to 30% may be used for innovative programs and special major maintenance projects.
	Non-Urban Urban	(2) Needs Basis	(2) October 1, 1989. \$ 2,947,120 \$ 401,880		
Specified Local Agency	\$185.4 million	N/A	Funds are available for ten years beginning June 8, 1989. Applications may be submitted anytime.	Only agencies specifically mentioned	Acquisition & development, specified in the Act.
History & Archaeology	\$11 million (1 mil for Archaeology Projects) \$50,000 minimum grant	Competitive	December 1, 1988.	Local units of government and nonprofit organizations. Contact Office of Historic Preservation P.O. Box 942896, Sacramento California, 94296-0001 (916) 445-8006	Acquisition, development, rehabilitation, restoration of archaeological resources.

¹ Source: Department of Parks and Recreation, Office of Local Assistance, P.O. Box 942896, Sacramento, Ca 94296-0001, Phone: (916) 445-4441, October 1988.

**d. Information Source: Trails Grant Program,
California Department of Parks and Recreation.**

Eligible applicants: Local units of government and nonprofit organizations authorized to provide park, recreation, or open-space facilities or services to the general public.

Eligible projects: Acquisition of property for trails; development or rehabilitation of trail facilities.

Eligible costs: Acquisition and construction costs; consultant services; signs and interpretive aids; administrative and planning costs not to exceed 20 percent of the grant.

Amount and timing of grants: Applications are due 9/15/89 for the fiscal year 1990/91 allocation of \$2.5 million.

**d. Information Source: Land and Water Conservation Fund Program,
California Department of Parks and Recreation.**

Eligible applicants: Counties, cities, recreation and park districts, special districts with public park and recreation areas, the California Department of Parks and Recreation, the Wildlife Conservation Board, the California Department of Boating and Waterways, and the California Department of Water Resources.

Eligible projects: Acquisition or development of neighborhood, community, or regional parks or facilities supporting outdoor recreation activities.

Amount and timing of grants: This is a reimbursement program; the applicant is expected to finance the entire project: 50 percent of actual expenditures up to the support ceiling of the grant, minus one half of the State's cost of administering the program, will be paid to the applicant when the project is completed.

In 1989 the application deadline was March 30; \$222,058 was available for northern California and \$333,087 for southern California local agencies.

- e. Information Source:** Per Capita Grant Program,
California Department of Parks and Recreation.

Eligible applicants: Counties, cities, and certain park, open space, or recreation districts.

Eligible projects: Acquisition of open space or lands or structures to be converted to recreational use; development or rehabilitation of park or recreation facilities; acquisition, preservation, reconstruction, or restoration of certain historic sites.

Eligible costs: Acquisition and construction costs; consultant services; signs and interpretive aids; and administrative and planning costs not to exceed 20 percent of the grant.

Amount and timing of grants: Minimum of \$20,000; applications are due 9/15/89 for fiscal year 1990/91 and 1991/92 appropriations; project must be started within three years of the date of appropriation.

- f. Information Source:** Special Districts Grant Program,
California Department of Parks and Recreation.

Eligible applicants: Special districts which provide significant park and recreational opportunities to the general public but which are not eligible for the Per Capita Grant Program.

Eligible projects and costs: Same as for the Per Capita Grant Program.

Amount and timing of grants: Minimum of \$20,000; a total of \$5 million is allocated for fiscal year 90/91; applications are due 9/15/89 for fiscal year 1990/91; project must be started within three years of the date of appropriation.

- g. Information Source:** Roberti-Z'berg-Harris Urban Open Space and
Restoration Grant Program
California Department of Parks and Recreation.

Eligible applicants: Counties, cities, certain regional park districts, recreation and park districts, public utility districts and memorial districts that offer park and recreation services on district land, community services districts that provide public recreation, and certain other special districts.

Eligible projects: Acquisition of open space or lands or structures to be converted to recreational use; development or rehabilitation of park or recreation facilities; acquisition, preservation, reconstruction, or restoration of certain historic sites; special major maintenance projects performed on an annual or less frequent basis; innovative recreation program specifically designed for unique and otherwise unmet recreation needs of special urban populations such as senior citizens, disabled, poor, single parents, "latchkey" children, or minorities.

Eligible costs: Acquisition and construction costs; consultant services; signs and interpretive aids; administrative and planning costs not to exceed 20 percent of the grant; special major maintenance, project, and innovative recreational program costs not to exceed 30 percent of the amount received in an annual period.

Amount and timing of grants: Deadlines for application are established annually by the Department of Parks and Recreation, usually October 1 of the fiscal year the funds are appropriated. These are matching grants with a minimum local match of 30 percent of the allowable project cost: Grants for development may be matched by monetary contributions or by non-monetary contributions including property donations and in-kind contributions: One third of the match must consist of monies or contributions from private or non-State sources, unless waived; other restrictions may also apply.

h. Information Source: The Foundation Center Library, San Francisco.

The Foundation Center is a national service organization providing information on philanthropic giving, and may be able to help find the best place to apply for foundation funding. The Center's library network provides free access to the materials needed to do funding research and develop a proposal. Cooperating collections of foundation materials are located in host libraries or nonprofit organizations in Bishop, Los Angeles, Monterey, Riverside, Sacramento, San Diego, San Francisco, Santa Ana, Santa Barbara, and Ukiah.

The Foundation Center produces a number of useful publications for fund seekers and nonprofit organizations, including the *Foundation Directory*, the *National Directory of Corporate Charity*, the *Foundation Grants Index*, and *The Board Member's Book*. All of the Center's publications are available for reference use at the Foundation Center Library. □

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Chapter 11. Glossary of Terms

Abbreviations used in the Plan

ADT:	Average daily trips made by vehicles in a 24-hour period
ALUC:	Airport Land Use Commission of Lassen County
CBD:	Central Business District
CCF:	California Correctional Facility
CDBG:	Community Development Block Grant
CEQA:	California Environmental Quality Act
CHFA:	California Housing Finance Agency
CIP:	Capital Improvements Program
CNEL:	Community Noise Equivalent Level
dB:	Decibel
dBA:	"A-weighted" decibel
DRC:	Development Review Committee, City of Susanville
EIR:	Environmental Impact Report
ERC:	Environmental Review Committee
FAR:	Floor Area Ratio
FmHA:	Farmers Home Administration
GMI:	Gross Monthly Income
HCD:	Housing and Community Development Department of the State of California
HUD:	U.S. Department of Housing and Urban Development
JPA:	Joint Powers Authority
LAFCO:	Local Agency Formation Commission
Ldn:	Day and Night Average Sound Level
LEDCo:	Lassen Economic Development Council
Leq:	Sound Energy Equivalent Level
LMUD:	Lassen Municipal Utility District
LOS:	Traffic Level of Service
PUD:	Planned Unit Development
UBC:	Uniform Building Code
UHC:	Uniform Housing Code
TDM:	Transportation Demand Management
TDR:	Transfer of Development Rights
TSM:	Transportation Systems Management

Acceptable Risk

A hazard which is deemed to be a tolerable exposure to danger given the expected benefits to be obtained. Different levels of acceptable risk may be assigned according to the potential danger and the criticalness of the threatened structure. The levels may range from "near zero" for nuclear plants and natural gas transmission lines to "moderate" for open space, ranches and low-intensity warehouse uses.

Access/Egress

The ability to enter a site from a roadway and exit a site onto a roadway by motorized vehicle.

Acres, Gross

The entire acreage of a site.

Acres, Net

The portion of a site that can actually be built upon. Public or private road rights-of-way are not included in the net acreage of a site.

Adverse Impact

A negative consequence for the physical, social, or economic environment resulting from an action or project.

Affordable Housing

Housing capable of being purchased or rented by a household with very low, low, or moderate income, based on a household's ability to make monthly payments necessary to obtain housing. Housing is considered affordable when a household pays less than 30 percent of its gross monthly income (GMI) for housing.

Agency

The governmental entity, department, office, or administrative unit responsible for carrying out regulations.

Agricultural Preserve

Land designated for agriculture or conservation.

Agriculture

Use of land for the production of food and fiber, including the growing of crops and/or the grazing of animals on natural prime or improved pasture land.

Agriculture-related Business

Feed mills, dairy supplies, poultry processing, creameries, auction yards, veterinarians and other businesses supporting local agriculture

Air Pollution

Air pollutants are those substances found in the atmosphere which exceed naturally occurring quantities and are undesirable or harmful in some way.

Airport-related Use

A use which supports airport operations including, but not limited to, aircraft repair and maintenance, flight instruction, and aircraft chartering.

Alluvial

Soils deposited by stream action.

Alquist-Prilo Act, Seismic Hazard Zone

A seismic hazard zone designated by the State of California within which specialized geologic investigations must be prepared prior to approval of any new development.

Ambient

Surrounding on all sides; used to describe measurements of existing conditions with respect to traffic, noise, air and other environments.

Apartment

A separate suite, not owner occupied, which includes kitchen facilities and is designed for and occupied as the home, residence, or sleeping place of one or more persons living as a single housekeeping unit.

Approach Zone

The air space at each end of a landing strip that defines the glide path or approach path of an aircraft and which should be free from obstruction.

Appropriate

An act, condition, or state which is considered suitable.

Aquifer

An underground, water-bearing layer of permeable rock, sand, or gravel, through which water can seep or be held in natural storage. Aquifers generally hold sufficient water to be used as a water supply.

Archaeological

Relating to the material remains of past human life, culture, or activities.

Architectural Control; Architectural Review

Regulations and procedures requiring the exterior design of structures to be suitable, harmonious, and in keeping with the general appearance, historical character, and/or style of surrounding areas. A process used to exercise control over the design of buildings and their settings. (See "Design Review.")

Arterial

Medium-speed (30-40 mph), medium-capacity (10,000-35,000 average daily trips) roadway which provides intra-community travel and access to the county-wide highway system. Access to community arterials should be provided at collector roads and local streets, but some direct access exists. Community arterials in Susanville include Hall St. and Richmond and Johnstonville Roads.

Article 34 Referendum

Article 34 of the Constitution of the State of California requires passage of a referendum by a two-thirds majority within a city for approval of any project which allocates for low-income households more than 51 percent of the units to be constructed.

Auto Mall

A single location that provides sales space and centralized services for a number of automobile dealers, and which may include such related services as auto insurance dealers and credit institutions that provide financing opportunities.

Automobile-Intensive Use

A use of a retail area which depends on exposure to continuous auto traffic.

Base Flood

In any given year, a 100-year flood that has 1% likelihood of occurring, and is recognized as a standard for acceptable risk.

Baylands

Areas along a bay that are permanently wet or periodically covered with shallow water, such as saltwater and freshwater marshes, open or closed brackish marshes, swamps, mudflats, and fans.

Below-market-rate (BMR) Housing Unit

Any housing unit specifically priced to be sold or rented to low- or moderate-income households for an amount less than the fair-market value of the unit. The U.S. Department of Housing and Urban Development sets standards for determining which households qualify as "low income" or "moderate income."

Benefit Assessment District

An area within a public agency's boundaries which receives a special benefit from the construction of a public facility. A Benefit Assessment District has no legal life of its own and cannot act by itself. It enables property owners in a specific area to cause the construction of public facilities or to maintain them (for example, a downtown, or the grounds and landscaping of a specific area) by contributing their fair share of the construction and/or installation and operating costs.

Bicycle Lane (Class II facility)

A corridor expressly reserved for bicycles, existing on a street or roadway in addition to any lanes for use by motorized vehicles.

Bicycle Path (Class I facility)

A paved route not on a street or roadway and expressly reserved for bicycles traversing an otherwise unpaved area. Bicycle paths may parallel roads but typically are separated from them by landscaping.

Bicycle Route (Class III facility)

A facility shared with motorists and identified only by signs, a bicycle route has no pavement markings or lane stripes.

Bikeways

A term that encompasses bicycle lanes, bicycle paths, and bicycle routes.

Biomass

Plant material, used for the production of such things as fuel alcohol and non-chemical fertilizers. Biomass sources may be plants grown especially for that purpose or waste products from livestock, harvesting, milling, or from agricultural production or processing.

Biotic Community

A group of living organisms characterized by a distinctive combination of both animal and plant species in a particular habitat.

Blight

A condition of a site, structure, or area that may cause nearby buildings and/or areas to decline in attractiveness and/or utility.

Buffer Zone

An area of land separating two distinct land uses which acts to soften or mitigate the effects of one land use on the other.

Building

Any structure used or intended for supporting or sheltering any use or occupancy.

Building, Maximum Height

The vertical distance from the average contact ground level of a building to the highest point of the coping of a flat roof or to the deck line of a mansard roof or to the mean height level between eaves and ridge for a gable, hip, or gambrel roof.

California Environmental Quality Act (CEQA)

A State law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for an adverse environmental impact, an Environmental Impact Report (EIR) must be prepared.

California Housing Finance Agency (CHFA)

A State agency, established by the Housing and Home Finance Act of 1975, which is authorized to sell revenue bonds and generate funds for the development, rehabilitation, and conservation of low- and moderate-income housing.

Caltrans

California Department of Transportation.

Capital Improvements Program (CIP)

A program, administered by City government and reviewed by Planning Commission, which schedules permanent improvements five or six years in the future to fit the City's projected fiscal capability. The program generally is reviewed annually.

Carbon Dioxide

A colorless, odorless, non-poison gas that is a normal part of the atmosphere.

Carbon Monoxide

A colorless, odorless, highly poisonous gas produced by automobiles and other machines with internal combustion engines that imperfectly burn fossil fuels such as oil and gas.

Carrying Capacity

The level of land use, human activity, or development for a specific area that can be accommodated permanently without an irreversible change in the quality of air, water, land, or plant and animal habitats. May also refer to the upper limits beyond which the quality of human life, health, welfare, safety, or community character within an area will be impaired. Carrying capacity usually is used to determine the potential of an area to absorb development.

Central Business District (CBD)

General guidelines for delineating a downtown area as defined by the U.S. Census of Retail Trade, with specific boundaries being set by the local municipality. The Susanville CBD boundaries are

Channelization

(1) The straightening and/or deepening of a watercourse for purposes of storm-runoff control or ease of navigation. Channelization often includes lining of stream banks with a retaining material such as concrete. (2) At the intersection of roadways, the directional separation of traffic lanes through the use of curbs or raised islands which limit the paths that vehicles may take through the intersection.

City

City, with a capital "C," generally refers to the government or administration of a city. City, with a lower case "c" may mean any city, or may refer to the geographical area of a city (e.g., the city's bikeway system.)

Clear Zone

That section of an approach zone of an airport where the plane defining the glide path is 50 feet or less above the center-line of the runway. Land use is restricted.

Clustered Development

Development in which a number of dwelling units are placed in closer proximity than usual, or are attached, with the purpose of retaining an open space area.

Cogeneration

The harnessing of heat energy—normally through the burning of waste—to generate electricity.

Collector

Relatively-low-speed (25-30 mph), relatively-low-volume (5,000-20,000 average daily trips) street which provides circulation within and between neighborhoods. Collectors usually serve short trips and are intended for collecting trips from local streets and distributing them to the arterial network.

Commercial

Facilities for the buying and selling of commodities and services.

Community Child Care Agency

A non-profit agency established to organize community resources for the development and improvement of child care services.

Community Development Block Grant (CDBG)

A grant program administered by the U.S. Department of Housing and Urban Development (HUD) and the State Department of Housing and Community Development (HCD). This grant allots money to cities and counties for housing and community development, through a competitive program. Jurisdictions set their own program priorities within specified criteria, as part of the competitive application process.

Community Noise Equivalent Level (CNEL)

A 24-hour energy equivalent level derived from a variety of single-noise events, with weighting factors of 5 and 10 dBA applied to the evening (7:00 to 10:00 pm) and nighttime (10:00 pm to 7:00am) periods, respectively, to allow for the greater sensitivity to noise during these hours.

Community Park

Land with full public access intended to provide recreation opportunities beyond those supplied by neighborhood parks. Community parks are larger in scale than neighborhood parks but smaller than regional parks.

Community Service Area

A geographic subarea of the city used for the planning and delivery of parks, recreation, and other human services based on an assessment of the service needs of the population in that subarea.

Comparison Goods

Retail goods for which consumers will do comparison shopping before making a purchase. These goods tend to have a style factor and to be "larger ticket" items such as clothes, furniture, appliances and automobiles.

Compatible

Capable of existing together without conflict or ill effects.

Condominium

A structure of two or more units, the interior spaces of which are individually owned; the balance of the property (both land and building) is owned in common by the owners of the individual units.

Conservation

The management of natural resources to prevent waste, destruction, or neglect. The state mandates that a Conservation Element be included in the general plan.

Consistent

Free from variation or contradiction. Programs in the General Plan are to be consistent, not contradictory or preferential. State law requires consistency between a general plan and implementation measures such as the zoning ordinance.

Convenience Goods

Retail items generally necessary or desirable for everyday living, usually purchased at a convenient nearby location. Because these goods cost relatively little compared to income, they are often pur-

chased without comparison shopping.

Criterion

A standard upon which a judgment or decision may be based. (See "Standard.")

Critical Facility

Facilities housing or serving many people which are necessary in the event of an earthquake or flood, such as hospitals, fire, police, and emergency service facilities, utility "lifeline" facilities, such as water, electricity, and gas supply, sewage disposal, and communications and transportation facilities.

dB

Decibel; a unit used to express the relative intensity of a sound as it is heard by the human ear.

dBA

The "A-weighted" scale for measuring sound in decibels; weighs or reduces the effects of low and high frequencies in order to simulate human hearing. Every increase of 10 dBA doubles the perceived loudness though the noise is actually ten times more intense.

Dedication

The turning over by an owner or developer of private land for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, school sites, or other public uses often are made conditions for approval of a development by a city.

Dedication, In lieu of

Cash payments which may be required of an owner or developer as a substitute for a dedication of land, usually calculated in dollars per lot, and referred to as in lieu fees or in lieu contributions.

Defensible space

A 30 foot area of non-combustible surfaces separating urban and wildland areas.

Density

The number of permanent residential dwelling units per acre of land. All densities specified in the General Plan are expressed in units per net developable acre. (See "Developable Acres, Net.")

Density Bonus

The allocation of development rights that allow a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned, usually in exchange for the provision or preservation of an amenity at the same site or at another location. (See "Development Rights, Transfer of.")

Density, Control of

A limitation on the occupancy of land. Density can be controlled through zoning in the following ways: use restrictions, minimum lot-size requirements, floor area ratio, land use-intensity ratios, setback and yard requirements, minimum house-size requirements, ratios comparing number and types of housing units to land area, limits on units per acre, and other means. Allowable density often serves as the major distinction between residential districts.

Density, Employment

A measure of the number of employed persons per specific area (for example, employees/acre).

Density Transfer

A way of retaining open space by concentrating densities—usually in compact areas adjacent to existing urbanization and utilities—while leaving unchanged historic, sensitive, or hazardous areas. In some jurisdictions, for example, developers can buy development rights of properties targeted for public open space and transfer the additional density to the base number of units permitted in the zone in which they propose to develop.

Design Review; Design Control

The comprehensive evaluation of a development and its impact on neighboring properties and the community as a whole, from the standpoint of site and landscape design, architecture, materials, colors, lighting, and signs, in accordance with a set of adopted criteria and standards. "Design Control" requires that certain specific things be done and that other things not be done. Design Control language is most often found within a zoning ordinance. "Design Review" usually refers to a system set up outside of the zoning ordinance, whereby projects are reviewed against certain standards and criteria by a specially established design review board or committee. (See "Architectural Control.")

Destination Retail

Retail businesses that generate a special purpose trip and which do not necessarily benefit from a high-volume pedestrian location.

Detention Dam

Dams may be classified according to the broad function they serve, such as storage, diversion, or detention. Detention dams are constructed to retard flood runoff and minimize the effect of sudden floods. Detention dams fall into two main types. In one type, the water is temporarily stored, and released through an outlet structure at a rate which will not exceed the carrying capacity of the channel downstream. In the other type, the water is held as long as possible and allowed to seep into the permeable banks or gravel strata in the foundation. The latter type is sometimes called a water-spreading dam or dike because its main purpose is to recharge the underground water supply. Detention dams are also constructed to trap sediment. These are often called debris dams.

Developable Acres, Net

The portion of a site which can be used for density calculations. Public or private road rights-of-way are not included in the net developable acreage of a site.

Developable Land

Land which is suitable as a location for structures and which can be developed free of hazards to, and without disruption of, or significant impact on, natural resource areas.

Developer

An individual or business which engages in the development of (a) more than one housing unit, or (b) more than 3,000 square feet of non-residential space, in one year.

Development

The physical extension and/or construction of urban land uses. Development activities include: subdivision of land; construction or alteration of structures, roads, utilities, and other facilities; installation of septic systems; grading; deposit of refuse, debris, or fill materials; and clearing of natural vegetation cover (with the exception of agricultural activities). Routine repair and maintenance activities are exempted.

Development Rights

The right to develop land by a land owner who maintains fee-simple ownership over the land or by a party other than the owner who has obtained the rights to develop. Such rights usually are expressed in terms of density allowed under existing zoning. (See "Interest, Fee" and "Interest, Less-than-fee," and "Development Rights, Transfer of [TDR].")

Development Rights, Transfer of (TDR)

Also known as "Transfer of Development Credits," a program which can relocate potential development from areas where proposed land use or environmental impacts are considered undesirable (the "donor" site) to another ("receiver") site chosen on the basis of its ability to accommodate additional units of development beyond that for which it was zoned, with minimal environmental, social, and aesthetic impacts. (See "Development Rights.")

Discourage

To advise or persuade to refrain from.

Distribution Use

See "Warehousing Use."

Diversion

The direction of water in a stream away from its natural course (*i.e.*, as in a diversion that removes water from a stream for human use).

Duet

A detached building designed for occupation as the residence of two families living independently of each other, with each family living area defined by separate fee title ownership.

Duplex

A detached building under single ownership which is designed for occupation as the residence of two families living independently of each other.

Dwelling Unit

A room or group of rooms (including sleeping, eating, cooking, and sanitation facilities, but not more

than one kitchen), which constitutes an independent housekeeping unit, occupied or intended for occupancy by one family on a long-term basis.

Easement

Usually the right to use property owned by another for specific purposes. For example, utility companies often have easements on the private property of individuals to be able to install and maintain utility facilities.

Easement, Conservation

A tool for acquiring open space with less than full-fee purchase, whereby a public agency buys only certain specific rights from the land owner. These may be positive rights (providing the public with the opportunity to hunt, fish, hike, or ride over the land) or they may be restrictive rights (limiting the uses to which the land owner may devote the land in the future.)

Easement, Scenic

A tool that allows a public agency to use an owner's land for scenic enhancement, such as roadside landscaping or vista preservation.

Ecology

The interrelationship of living things to one another and their environment; the study of such interrelationships.

Economic Base

Economic Base theory essentially holds that the structure of the economy is made up of two broad classes of productive effort—basic activities which produce and distribute goods and services for export to firms and individuals outside a defined localized economic area, and nonbasic activities whose goods and services are consumed at home within the boundaries of the local economic area. Viewed another way, basic activity brings new dollars into the area; non-basic activity recirculates dollars within the area. This distinction holds that the reason for the growth of a particular region is its capacity to provide the means of payment for raw materials, food, and services which the region cannot produce itself and also support the nonbasic activities which are principally local in productive scope and market area. (See "Industry, Basic" and "Industry, Non-basic.")

Economic Development Commission (EDC)

An agency charged with seeking economic development projects and economic expansion at higher employment densities. The Lassen Economic Development Council (LEDCo) is the EDC for Susanville and Lassen County.

Ecosystem

An interacting system formed by a biotic community and its physical environment.

Elderly Housing

Typically one- and two-bedroom apartments designed to meet the needs of persons 62 years of age and older, and restricted to occupancy by them.

Emission Standard

The maximum amount of pollutant legally permitted to be discharged from a single source, either mobile or stationary.

Encourage

To stimulate or foster a particular condition through direct or indirect action by the private sector or government agencies.

Endangered Species

A species of animal or plant is considered to be endangered when its prospects for survival and reproduction are in immediate jeopardy from one or more causes.

Energy Benefit, Net

The difference between the energy produced and the energy required for production, including the indirect energy consumed in the manufacture and delivery of components.

Enhance

To improve existing conditions by increasing the quantity or quality of beneficial uses.

Environment

CEQA defines environment as "the physical conditions which exist within the area which will be affected by a proposed project, including land, air, water, mineral, flora, fauna, noise, objects of historic

or aesthetic significance." This General Plan uses environment to include social and economic conditions.

Environmental Impact Report (EIR)

A report that assesses all the environmental characteristics of an area and determines what effects or impacts will result if the area is altered or disturbed by a proposed action. (See "California Environmental Quality Act.")

Erosion

(1) The loosening and transportation of rock and soil debris by wind, rain, or running water. (2) The gradual wearing away of the upper layers of earth.

Exaction

A contribution or payment required as an authorized precondition for receiving a development permit; usually refers to mandatory dedication (or fee in lieu of dedication) requirements found in many subdivision regulations.

Expansive Soils

Soils which swell when they absorb water and shrink as they dry.

Export-employment Use

An activity which produces and/or distributes goods and services for export to firms and individuals outside of Susanville. (See Economic Base.)

Expressway

A divided multi-lane major arterial street for through traffic with partial control of access and with grade separations at major intersections. There currently is no expressway in Susanville.

Family

1. Two or more persons related by birth, marriage, or adoption [U.S. Bureau of the Census]. 2. An individual or a group of persons living together who constitute a *bona fide* single-family housekeeping unit in a dwelling unit, not including a fraternity, sorority, club, or other group of persons occupying a hotel, lodging house or institution of any kind [California].

Farmers Home Administration (FmHA)

A federal agency providing loans and grants for improvement projects and low-income housing in rural areas.

Fast-food Restaurant

Any retail establishment intended primarily to provide short-order food services for on-site dining and/or take-out, including self-serve restaurants (excluding cafeterias where food is consumed on the premises), drive-in restaurants, and formula restaurants required by contract or other arrangement to offer standardized menus, ingredients, and fast-food preparation.

Fault

A fracture in the earth's crust forming a boundary between rock masses that have shifted.

Feasible

Capable of being done, executed, or managed successfully from the standpoint of the physical and/or financial abilities of the implementer(s).

Feasible, Technically

Capable of being implemented because the industrial, mechanical, or application technology exists.

Finding(s)

The result(s) of an investigation and the basis upon which decisions are made. Findings are used by government agents and bodies to justify action taken by the entity.

Fire Hazard Zone

An area where, due to slope, fuel, weather, or other fire-related conditions, the potential loss of life and property from a fire necessitates special fire protection measures and planning before development occurs.

Fire-resistive

Able to withstand specified temperatures for a certain period of time, such as a one-hour fire wall; not fireproof.

Fiscal Impact Analysis

A projection of the direct, current public costs and revenue resulting from population or employment

change to the local jurisdiction(s) in which the change is taking place. Enables local governments to evaluate relative fiscal merits of projects.

Flood, 100-Year

The magnitude of a flood expected to occur on the average every 100 years, based on historical data. The 100-year flood has a 1/100, or one percent, chance of occurring in any given year.

Floodway

The channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the "base flood" without cumulatively increasing the water surface elevation more than one foot. No development is allowed in floodways.

Flood Plain

The relatively level land area on either side of the banks of a stream regularly subject to flooding. That part of the flood plain subject to a one percent chance of flooding in any given year is designated as an "area of special flood hazard" by the Federal Insurance Administration.

Flood Plain Fringe

All land between the floodway and the upper elevation of the 100-year flood.

Floor Area Ratio (FAR)

The maximum gross floor area permitted on a site divided by the total net area of the site, expressed in decimals to one or two places. For example, on a site with 10,000 net sq. ft. of land area, a Floor Area Ratio of 1.0 will allow 10,000 gross sq. ft. of building floor area to be built. On the same site, an FAR of 1.5 would allow 15,000 sq. ft. of floor area; an FAR of 2.0 would allow 20,000 sq. ft.; and an FAR of 0.5 would allow only 5,000 sq. ft. Also commonly used in zoning, FARs typically are applied on a parcel-by-parcel basis as opposed to an average FAR for an entire land use or zoning district.

Freeway

High-speed, high-capacity, limited-access transportation facility serving regional and county-wide travel. Generally used for long trips between major land use generators. Major streets cross at a different grade level.

Friction Factor

Constraint applied in a traffic model to introduce an approximation of conditions that exist on city streets. These conditions reduce the speed of traffic and the desirability of specific links in the network upon which the traffic model distributes trips. Examples are frequency of low-speed curves, frequency of driveways, narrowness of lanes, and lack of turning lanes at intersections.

Gateway

A point along a roadway entering the city at which a motorist gains a sense of having left the environs and of having entered the city.

General Plan

A compendium of the City's policies regarding its long-term development, in the form of a Land Use and Circulation map and accompanying text. The General Plan is a legal document required of each local agency by the State of California Government Code Section 65301 and adopted by the City Council. In California, the General Plan has 7 mandatory elements: Circulation, Conservation, Housing, Land Use, Noise, Open Space, Safety and Seismic Safety. The General Plan may also be called a "City Plan," "Comprehensive Plan," or "Master Plan."

Geologic Review

The analysis of geologic hazards, including all potential seismic hazards, surface ruptures, liquefaction, landsliding, mudsliding, and the potential for erosion and sedimentation.

Geological

Pertaining to rock or solid matter.

Goal

A general, overall, and ultimate purpose, aim, or end toward which the City will direct effort.

Grasslands

Land reserved for pasturing or mowing, in which grasses are the predominant vegetation.

Greenhouse Effect

A term used to describe the warming of the Earth's atmosphere due to accumulated carbon dioxide and other gases in the upper atmosphere. These gases absorb energy radiated from the Earth's

surface, "trapping" it in the same manner as glass in a greenhouse traps heat.

Groundwater

Water under the earth's surface, often confined to aquifers capable of supplying wells and springs.

Groundwater Recharge

The natural process of infiltration and percolation of rainwater from land areas or streams through permeable soils into water-holding rocks which provide underground storage ("aquifers").

Growth Management

The use by a community of a wide range of techniques in combination to determine the amount, type, and rate of growth desired by the community and to channel that growth into designated areas. Growth management policies can be implemented through growth rates, zoning, capital improvement programs, public facilities ordinances, urban limit lines, and other programs.

Guidelines

General statements of policy direction around which specific details may be later established.

Habitat

The physical location or type of environment in which an organism or biological population lives or occurs.

Handicapped

A person determined to have a mobility impairment or mental disorder expected to be of long or indefinite duration. Many such impairments or disorders are of such a nature that a person's ability to live independently can be improved by appropriate housing conditions.

Hazardous Material

Any material that, because of its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment if released into the workplace or the environment. The term includes, but is not limited to, hazardous substances and hazardous wastes.

High-Occupancy Structure

All pre-1935 buildings with over 25 occupants, and all pre-1976 buildings with over 100 occupants.

Highway

High-speed, high-capacity, limited-access transportation facility serving regional and county-wide travel. Highways may cross at a different grade level.

Hillslides

Land which has an average percent of slope equal to or exceeding fifteen percent.

Historic; Historical

An historic building or site is one which is noteworthy for its significance in local, state, or national history or culture, its architecture or design, or its works of art, memorabilia, or artifacts.

Historic Preservation

The preservation of historically significant structures and neighborhoods until such time as, and in order to facilitate, restoration and rehabilitation of the building(s) to a former condition.

Home Occupation

A commercial activity conducted solely by the occupants of a particular dwelling unit in a manner incidental to residential occupancy.

Hotel

A structure in which there are five (5) or more guest rooms or suites where lodging with or without meals is provided for compensation and where no provision is made for cooking in any individual guest room or suite.

Household

All those persons—related or unrelated—who occupy a single housing unit. (See "Family.")

Households, Number of

The count of all year-round housing units occupied by one or more persons. The concept of *household* is important because the formation of new households generates the demand for housing. Each new household formed creates the need for one additional housing unit or requires that one existing housing unit be shared by two households. Thus, household formation can continue to take place even without an increase in population, thereby increasing the demand for housing.

Housing and Community Development Department of the State of California (HCD)

The State agency principally charged with assessing whether, and planning to insure that, communities meet the housing needs of low- and moderate-income households.

Housing and Urban Development, U.S. Department of (HUD)

A cabinet-level department of the federal government which administers housing and community development programs.

Housing Unit

The place of permanent or customary abode of a person or family. A housing unit may be a single-family dwelling, a multi-family dwelling, a condominium, a modular home, a mobile home, a co-operative, or any other residential unit considered real property under State law. A housing unit has, at least, cooking facilities, a bathroom, and a place to sleep. It also is a dwelling that cannot be moved without substantial damage or unreasonable cost. (See "Dwelling Unit," "Family," and "Household.")

Hydrocarbons

A family of compounds containing carbon and hydrogen in various combinations. They are emitted into the atmosphere from manufacturing, storage and handling, or combustion of petroleum products and through natural processes. Certain hydrocarbons interact with nitrogen oxides in the presence of intense sunlight to form photochemical air pollution.

Impact

Effect of any direct man-made actions or indirect repercussions of man-made actions on existing physical, social, or economic conditions.

Impact Fees

Fees levied on the developer of a project by the City as compensation for otherwise-unmitigated impacts the project will produce.

Impervious Surface

Surface through which water cannot penetrate, such as roof, road, sidewalk, and paved parking lot. The amount of impervious surface increases with development and establishes the need for drainage facilities to carry the increased runoff.

Implementation

Actions, procedures, programs, or techniques that carry out policies.

Improvement

The addition of one or more structures or utilities on a vacant parcel of land.

Incubator Space

Retail or industrial space that is affordable to new, low-margin businesses.

Industrial Park

A planned assemblage of buildings designed for "Workplace Use." (See "Workplace Use.")

Industry, Basic

The segment of economic activity that brings dollars to a region from other areas. Traditional examples are manufacturing, mining and agriculture. The products of all of these activities are exported (sold) to other regions. The money thus brought into the local economy is used to purchase locally-provided goods and services as well as items that are not available locally and which must be imported from other regions. Other, less traditional examples of basic industry are tourism, higher education, and retirement activities that also bring new money into a region.

Industry, Non-basic

The segment of economic activity that is supported by the circulation of dollars within a region. Examples are the wholesale, retail, and service functions that supply goods and services to local sources of demand such as businesses, public agencies, and households.

Infill Development

Development of vacant land (usually individual lots or left-over properties) within areas which are already largely developed.

Infrastructure

Public services and facilities, such as sewage-disposal systems, water-supply systems, other utility systems, and roads.

In Lieu Fee

(See "Dedication, In lieu of.")

Institutional Use

(1) Privately owned and operated activities which are institutional in nature, such as hospitals, museums, and schools; (2) churches and other religious institutions; and (3) other nonprofit activities of an education, youth, welfare, or philanthropic nature which can not be considered a residential, commercial, or industrial activity.

Inter-agency

Indicates cooperation between or among two or more discrete agencies in regard to a specific program.

Interest, Fee

Entitles a land owner to exercise complete control over use of land, subject only to government land use regulations.

Interest, Less-than-fee

The purchase of interest in land rather than outright ownership; includes the purchase of development rights via conservation, open space, or scenic easements. (See "Development Rights," and "Easement, Scenic.")

Intermittent Stream

A stream that normally flows for at least thirty (30) days after the last major rain of the season and is dry a large part of the year.

Issues

Important unsettled community matters or problems that are identified in a community's general plan and dealt with by the plan's goals, objectives, policies, plan proposals, and implementation programs.

Joint Powers Authority (JPA)

A legal arrangement that enables two or more units of government to share authority in order to plan and carry out a specific program or set of programs that serves both units.

Land Banking

When a local government buys land and holds it for resale at a later date, usually for development of low- and moderate-income housing.

Landmark

Refers to a building, site, object, structure, or significant tree, having historical, architectural, social, or cultural significance and marked for preservation by the local, state, or federal government.

Landscaping

Planting—including trees, shrubs, and ground covers—suitably designed, selected, installed, and maintained as to enhance a site or roadway permanently.

Landslide

A general term for a falling mass of soil or rocks.

Land Use

The occupation or utilization of land or water area for any human activity or any purpose defined in the General Plan.

Land Use Classification

A system for classifying and designating the appropriate use of properties. The land use categories used on the General Plan Land Use and Circulation map are:

Residential

Single Family—Minimum lot size is 6,000 square feet.

Duplex, Triplex, Fourplex—Up to four units are permitted on a single lot. Maximum density is 12 dwelling units per acre.

Multiple Family—Five or more units on the same lot. Maximum density is 20 dwelling units per acre.

Mobile home—Maximum density is 14 dwelling units per acre. (See "Mobile home," "Manufactured Housing," and "Modular Unit.")

Commercial**Low Activity/Neighborhood**

—The city's least intensive and smallest-scale neighborhood commercial areas, whether in small clusters of two or more commercial establishments grouped around an intersection, or small shopping centers with off-street parking. Fast food restaurants, take-out food service, and automobile-related uses are not allowed. Offices are limited to those that are neighborhood-serving. Floor Area Ratio should not exceed 0.25, but warehouses may be allowed up to an FAR of 0.4.

Moderate Activity/Shopping Center—Large shopping centers that serve the entire community and offer a variety and depth of goods usually not available in a neighborhood shopping center. Service stations and stores specializing in building materials and auto supplies would be allowed, as would offices.

High Activity/Thoroughfare—The city's most general commercial district, with a wide variety of services including eating and drinking, personal care services, apparel services, repair (excluding repair of heavy trucks), rental services, motel, and automobile sales and services. Uses in this district rely on customers making intended trips by car and do not necessarily benefit from being in higher-volume pedestrian areas. Floor Area Ratios should not exceed 0.25.

Target Neighborhood—Neither commercial nor residential, providing maximum flexibility and breadth as to impacts allowed to encourage re-investment in the areas that receive this designation. Typical uses would include all residential, commercial, and industrial activities that meet the criteria.

Industrial

Light Industry, or Business Park—Less intensive research and development, warehousing, and limited manufacturing activities, and "low impact" business and office uses that can not be categorized as "commercial," in well-designed, master-planned, campus-type developments. Floor Area Ratios should not exceed 0.35. Warehouses are allowed at a Floor Area Ratio up to 0.4.

Heavy, or General Industry—Lumber mills, power generators and biomass facilities, concrete producers, and trucking operations. Floor Area Ratios should not exceed 0.35.

Open Space

Resource Conservation—Protects agricultural uses from neighbors and sensitive areas from development and ensures that urban development occurs within the central (incorporated) area of Susanville.

Parks & Recreation—Includes active and passive parks, athletic fields, trails, and swimming pools. Floor Area Ratios should not exceed 0.1.

Upland Conservation—Natural resource areas requiring special protection or conservation, including non-intensive agriculture, grazing, and sagebrush environment. This category also includes intensive agricultural lands, which are defined as lands devoted to or suitable for the growing of crops and/or the grazing of animals on natural prime or improved pasture land.

Other Open Space—Any parcel or area of land or water which is essentially unimproved and is devoted to the preservation of natural resources, the managed production of resources, outdoor recreation, or public health and safety.

Public and Government

Critical Facilities—Publicly-owned and/or operated to serve a universal public need; includes schools, fire stations, and the hospital. Floor Area Ratios should not exceed 0.25 for schools and fire stations.

Other Public—Properties under government ownership and over which the City can either exercise no control, or which are expected to remain in government ownership and operation and cannot easily be classified according to the land use designations in this Plan.

Overlay Districts—Land use districts which are laid over or combined with—and thus modify—an underlying or "base" land use classification.

Flood Plain—See page 256.

Planned Development—Requires that a specific development plan be prepared for a large

(usually undeveloped) area prior to any land use approvals by the City. This allows for consolidated overall project and environmental review.

Historic Preservation—See page 257.

Land Use Element

A required element of the General Plan which uses text and maps to designate the future use or reuse of land within a given jurisdiction's planning area. The land use element serves as a guide to the structuring of zoning and subdivision controls, urban renewal and capital improvements programs, and to official decisions regarding the distribution and intensity of development and the location of public facilities and open space.

Land Use Regulation

A term encompassing the regulation of land in general and often used to mean those regulations incorporated in the General Plan, as distinct from zoning regulations (which are more specific).

L_{dn}

Day-Night Average Sound Level. The A-weighted average sound level for a given area (measured in decibels) during a 24-hour period with a 10 dB weighting applied to night-time sound levels. The L_{dn} is approximately numerically equal to the CNEL for most environmental settings.

L_{eq}

The energy equivalent level, defined as the average sound level on the basis of sound energy (or sound pressure squared). The L_{eq} is a "dosage" type measure and is the basis for the descriptors used in current standards, such as the 24-hour CNEL used by the State of California.

Level of Service (LOS)

A scale that measures the amount of traffic a roadway may be capable of handling on a roadway or at the intersection of roadways. Levels range from A to F, with A representing the highest level of service, as follows:

Level of Service A

Indicates a relatively free flow of traffic, with little or no limitation on vehicle movement or speed.

Level of Service B

Describes a steady flow of traffic, with only slight delays in vehicle movement and speed. All queues clear in a single signal cycle.

Level of Service C

Denotes a reasonably steady, high-volume flow of traffic, with some limitations on movement and speed, and occasional backups on critical approaches.

Level of Service D

The level where traffic nears an unstable flow. Intersections still function, but short queues develop and cars may have to wait through one cycle during short peaks.

Level of Service E

Traffic characterized by slow movement and frequent (although momentary) stoppages. This type of congestion is considered severe, but is not uncommon at peak traffic hours, with frequent stopping, long-standing queues, and blocked intersections.

Level of Service F

Describes unsatisfactory stop-and-go traffic characterized by "traffic jams" and stoppages of long duration. Vehicles at signalized intersections usually have to wait through one or more signal changes, and "upstream" intersections may be blocked by the long queues.

Life-cycle Costing

A method of evaluating a capital investment that takes into account the sum total of all costs associated with the investment over the lifetime of the project.

Local Agency Formation Commission (LAFCO)

A County commission that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. Each county's LAFCO is empowered to approve, disapprove, or conditionally approve these proposals.

Lot

(See "Site.")

Lot of Record

A lot which is part of a recorded subdivision or a parcel of land which has been recorded at the county recorder's office containing property tax records.

Low-income Household

A household with an annual income of no more than 80 percent of the Lassen County median household income by household size, as determined by a survey of incomes conducted by the City or by Lassen County, or in the absence of such a survey, based on the latest available findings for the County as provided by the U.S. Department of Housing and Urban Development (HUD). (See "Very Low-income Household.")

L10

A statistical descriptor indicating the sound level exceeded ten percent of the time. It is a commonly used descriptor of community noise, and has been used in Federal Highway Administration standards and the standards of some cities.

Manufactured Housing

Houses which are constructed entirely in the factory, and which since 1976 have been regulated by the federal Manufactured Home Construction and Safety Standards under the administration of the U.S. Department of Housing and Urban Development (HUD). (See "Mobile Home" and "Modular Unit.")

Marquee

Any permanent roofed structure, usually a canopy over an entrance, attached to and supported by a building.

Marsh

Any area designated as marsh or swamp on the largest scale United States Geologic Survey topographic map most recently published. A marsh usually is an area periodically or permanently covered with shallow water, either fresh or saline.

May

That which is permissible.

Mean Sea Level

The average altitude of the sea surface for all tidal stages.

Median Strip

The dividing area, either paved or landscaped, between opposing lanes of traffic on a roadway.

Microclimate

The climate of a small, distinct area, such as a city street or a building's courtyard; can be favorably altered through functional landscaping, architecture, or other design features.

Minimize

To reduce or lessen, but not necessarily to eliminate.

Mining

The act or process of extracting resources, such as coal, oil, or minerals, from the earth.

Minipark

Small neighborhood park of approximately one acre or less.

Mitigate

To ameliorate, alleviate, or avoid to the extent reasonably feasible.

Mixed-use

Properties on which various uses, such as office, commercial, institutional, and residential, are combined in a single building.

Mobile Home

A structure, transportable in one or more sections, built on a permanent chassis and designed for use as a single-family dwelling unit and which (1) has a minimum of 400 square feet of living space; (2) has a minimum width in excess of 102 inches; (3) is connected to all available permanent utilities; and (4) is tied down (a) to a permanent foundation on a lot either owned or leased by the homeowner or (b) is set on piers, with wheels removed and skirted, in a mobile home park under a lease with a minimum period of one year. (See "Manufactured Housing" and "Modular Unit.")

Moderate-Income Household

A household with an annual income of between 80 and 120 percent of the Lassen County median household income by household size, as determined by a survey of incomes conducted by Lassen County, or in the absence of such a survey, based on the latest available findings for the County as provided by the U.S. Department of Housing and Urban Development (HUD).

Modular Unit

A factory-fabricated, transportable building or major component designed for use by itself or for incorporation with similar units on-site into a structure for residential, commercial, educational, or industrial use. A modular unit does not have any chassis for future movement. (See "Mobile Home" and "Manufactured Housing.")

Motel

A structure in which there are five (5) or more guest rooms or suites where lodging with or without meals is provided for compensation. Quite often, provision is made for cooking in individual guest rooms or suites. (See "Hotel.")

Multiple Family Building

A detached building designed and used exclusively as a dwelling by three or more families occupying separate suites.

Multiplier Effect

The recirculation of money through the economy multiplies its impact on jobs and income. For example, money paid as salaries to guards at the Correctional Center is spent on housing, food, clothes and other locally-available goods and services. This spending creates jobs in housing construction, retail stores (e.g., grocery and drug stores) and professional offices. The wage paid to workers in those industries is again re-spent, creating still more jobs. Overall, one job in basic industry in Lassen County is estimated to create approximately one more job in non-basic industry.

Must

That which is mandatory.

National Ambient Air Quality Standards

The prescribed level of pollutants in the outside air that cannot be exceeded legally during a specified time in a specified geographical area.

Natural State

The condition existing prior to development.

Necessary

Essential or required.

Need

A condition requiring supply or relief. The City may act upon findings of need within or on behalf of the community.

Neighborhood Park

City-owned land intended to serve the recreation needs of people living or working within one-half mile radius of the park.

Neighborhood Unit

According to one widely-accepted concept of planning, the neighborhood unit should be the basic building block of the city. It is based on the elementary school, with other community facilities located at its center and arterial streets at its perimeter. The distance from the school to the perimeter should be a comfortable walking distance for a school-age child; there would be no through traffic uses. Limited industrial or commercial would occur on the perimeter where arterials intersect. This was the model for American suburban development after World War II.

Noise

Any sound which is undesirable because it interferes with speech and hearing, or is intense enough to damage hearing, or is otherwise annoying. Noise, simply, is "unwanted sound."

Noise Attenuation

Reduction of the level of a noise source using a substance, material, or surface, such as earth berms and/or solid concrete walls.

Noise Contour

A line connecting points of equal noise level as measured on the same scale. Noise levels greater than the 60 L_{dn} contour (measured in dBA) require noise attenuation in residential development.

Non-attainment

The condition of not achieving a desired or required level of performance. Frequently used in reference to air quality.

Non-conforming Use

A use which was valid when brought into existence, but by subsequent regulation becomes no longer conforming. "Non-conforming use" is a generic term and includes (1) non-conforming structures (by virtue of size, type of construction, location on land, or proximity to other structures), (2) non-conforming use of a conforming building, (3) non-conforming use of a non-conforming building, and (4) non-conforming use of land. Thus, any use lawfully existing on any piece of property that is inconsistent with a new or amended General Plan, and that in turn is a violation of a zoning ordinance amendment subsequently adopted in conformance with the General Plan, will be a non-conforming use. Typically, non-conforming uses are permitted to continue for a designated period of time, subject to certain restrictions.

Objective

A specific statement of desired future condition toward which the City will expend effort in the context of striving to achieve a broader goal. An objective should be achievable and, where possible, should be measurable and time-specific. The State Government Code (§65302) requires that general plans spell out the "objectives," principles, standards, and proposals of the general plan. "The addition of 100 units of affordable housing by 1995" is an example of an objective.

Office

General business offices, medical and professional offices, administrative or headquarters offices for large wholesaling or manufacturing operations, and research and development.

Official County Scenic Highway

A segment of state highway identified in the Master Plan of State Highways Eligible for Official Scenic Highway Designation and designated by the Director of the Department of Transportation (Caltrans).

Open Space land

Any parcel or area of land or water which is essentially unimproved and devoted to an open space use for the purposes of (1) the preservation of natural resources, (2) the managed production of resources, (3) outdoor recreation, or (4) public health and safety.

Orchard

A group of fruit trees, either small and diverse for home use, or large and uniform (i.e., one variety) for revenue; such a collection must be planted, managed and renewed by the householder or farmer and should not be confused with a naturally occurring grove. Citrus plantations are customarily called groves.

Outdoor Advertising Structure

Any device used or intended to direct attention to a business, profession, commodity, service, or entertainment conducted, sold, or offered elsewhere than upon the lot where such device is located.

Outdoor Recreation Use

A privately owned or operated use providing facilities for outdoor recreation activities.

Outer Approach Zone

Airspace in which an air-traffic controller initiates radar monitoring for incoming flights approaching an airport.

Overlay

A land use designation on the Land Use map, or a zoning designation on a zoning map, which modifies the basic underlying designation in some specific manner.

Palute, Plute

In addition to the Northeastern Maidu, the Paiute were among the first Native American settlers in Susanville prior to 1850. In contemporary Susanville, both the Piute Creek and Paiute Lane (spelled differently) take their names from these early settlers.

Para-transit

Refers to transportation services and which operate vehicles, such as buses, jitneys, taxis, and vans for senior citizens, and/or mobility-impaired.

Parcel

A lot, or contiguous group of lots, in single ownership or under single control, usually considered a unit for purposes of development.

Parking Area, Shared

A public or private parking area used jointly by two or more uses.

Parking Area, Public

An open area, excluding a street or other public way, used for the parking of automobiles and available to the public, whether for free or for compensation.

Parks

Open space lands whose primary purpose is recreation. (See "Community Park." and "Neighborhood Parks.")

Parkway

An expressway or freeway designed for non-commercial traffic only; usually located within a strip of landscaped park or natural vegetation.

Parkway Strip

A piece of land located between the rear of a curb and the front of a sidewalk, usually used for planting low ground cover and/or street trees, also known as "planter strip."

Patio Unit

A detached single family unit typically situated on a reduced-sized lot, which orients outdoor activity within rear or side yard patio areas for better utilization of the site for outdoor living space.

Payback Period

The number of years required to accumulate savings equal to the value of a proposed investment.

Peak Hour

For any given roadway, a daily, 60-minute period during which traffic volume is highest, usually occurring in the morning and evening commute periods.

Performance Standards

Zoning regulations that admit uses based on a particular set of standards of operation rather than on particular type of use. Performance standards provide specific criteria limiting noise, air pollution, emissions, odors, vibration, dust, dirt, glare, heat, fire hazards, wastes, traffic impacts, and visual impact of a use.

Personal Services

Services of a personal convenience nature, as opposed to products which are sold to individual consumers, as contrasted with companies. Personal services include barber and beauty shops, shoe and luggage repair, fortune tellers, photographers, laundry and cleaning services and pick-up stations, copying, repair and fitting of clothes, and similar services.

Physical Diversity

A quality of a site, city, or region in which are found a variety of architectural styles, natural landscapes, and/or land uses.

Picnic Area, Group

Two or more picnic tables reserved for use by 10 or more persons equipped with picnic tables, barbecue stands, and may be provided with a roofed shelter.

Planned Unit Development (PUD)

A description of a proposed development, consisting at a minimum of a map and adopted ordinance setting forth the regulations governing, and the location and arrangement of all proposed uses and improvements to be included in the development.

Policy

A specific statement of principle or of guiding actions which implies clear commitment but is not mandatory. A general direction that a governmental agency sets to follow, in order to meet its goals and objectives before undertaking an action program. (See "Program.")

Pollutant

Any introduced gas, liquid, or solid that makes a resource unfit for its normal or usual purpose.

Pollution

The presence of matter or energy whose nature, location, or quantity produces undesired environmental effects.

Pollution, Non-Point

Sources for pollution which are less definable and usually cover broad areas of land, such as agricultural land with fertilizers which are carried from the land by runoff, or automobiles.

Pollution, Point

In reference to water quality, a discrete source from which pollution is generated before it enters receiving waters, such as a sewer outfall, a smokestack, or an industrial waste pipe.

Preserve

(See "Protect.")

Principle

An assumption, fundamental rule, or doctrine that will guide general plan policies, proposals, standards, and implementation measures. The State Government Code (§65302) requires that general plans spell out the objectives, "principles," standards, and proposals of the general plan. "Adjacent land uses should be compatible with one another" is an example of a principle.

Professional Offices

A use providing professional or consulting services in the fields of law, medicine, architecture, design, engineering, accounting, and similar professions, but not including financial institutions or real estate or insurance offices.

Program

An action, activity, or strategy carried out in response to adopted policy to achieve a specific goal or objective. Policies and programs establish the "who," "how" and "when" for carrying out the "what" and "where" of goals and objectives.

Pro Rata

Refers to the proportionate distribution of the cost of infrastructure improvements associated with new development to the users of the infrastructure on the basis of projected use.

Protect

To maintain and preserve beneficial uses in their present condition as nearly as possible. (See "Enhance.")

Public and Quasi-public Facilities

Institutional, academic, governmental and community service uses, either publicly owned or operated by non-profit organizations.

Rare or Endangered Species

A species of animal or plant listed in: Sections 670.2 or 670.5, Title 14, California Administrative Code; or Title 50, Code of Federal Regulations, Section 17.11 or Section 17.2, pursuant to the Federal Endangered Species Act designating species as rare, threatened, or endangered.

Recognize

To officially (or by official action) identify or perceive a given situation.

Recreation, Active

A type of recreation or activity which requires the use of organized play areas including, but not limited to, softball, baseball, football and soccer fields, tennis and basketball courts and various forms of children's play equipment.

Recreation, Passive

Type of recreation or activity which does not require the use of organized play areas.

Recycle

The process of extraction and reuse of materials from waste products.

Regional

Pertaining to activities or economies at a scale, and affecting a broad homogeneous area, greater than that of any one city or county.

Regional Park

A park typically 150-500 acres in size focusing on activities and natural features not included in most

other types of parks and often based on a specific scenic or recreational opportunity.

Regulation

A rule or order prescribed for management of government.

Remodelling, Major

Any reconstruction or remodeling, the value of which exceeds twenty-five percent of the value of the facility prior to the reconstruction or remodeling.

Research and Development Use

A use engaged in study, testing, design, analysis, and experimental development of products, processes, or services.

Residential

Land designated in the City's General Plan and zoning ordinance for buildings consisting only of dwelling units. May be vacant or unimproved. (See "Dwelling Unit.")

Residential, Multiple Family

Five or more dwelling units on a single site, which may be in the same or separate buildings.

Residential, Single-Family

A single dwelling unit on a building site.

Resources, Non-renewable

Refers to natural resources, such as fossil fuels and natural gas, which, once used, cannot be replaced and used again.

Restore

To renew, rebuild, or reconstruct to a former state.

Restrict

To check, bound or decrease the range, scope, or incidence of a particular condition.

Retrofit

The addition of materials and/or devices to an existing building or system to improve its operation or efficiency.

Reverse Annuity Mortgages

A method which enables a homeowner who a senior citizen to release equity from his or her home. The senior receives periodic payments which can be put to immediate use. Loans are fixed term and are paid when the house is sold or when the term expires.

Ridgeline

A line connecting the highest points along a ridge and separating drainage basins or small-scale drainage systems from one another.

Right-of-way

The strip of land over which certain transportation and public use facilities are built, such as roadways, railroads, and utility lines.

Riparian Lands

Riparian lands are comprised of the vegetative and wildlife areas adjacent to perennial and intermittent streams. Riparian areas are delineated by the existence of plant species normally found near freshwater.

Risk

The danger or degree of hazard or potential loss.

Runoff

That portion of rain or snow which does not percolate into the ground and is discharged into streams instead.

Scenic Highway Corridor

The visible area outside a highway's right-of-way, generally described as "the view from the road."

Scenic Route

A highway, road, drive, or street which, in addition to its transportation function, provides opportunities for enjoyment of natural and man-made scenic resources where aesthetic values are protected and enhanced.

School District Lands

Properties owned by public school districts and used for educational, recreational, and administrative

purposes.

Section 8 Rental Assistance Program

A federal (HUD) rent-subsidy program which is the main source of federal housing assistance for low-income households. The program operates by providing "housing assistance payments" to owners, developers, and public housing agencies to make up the difference between the "Fair Market Rent" of a unit (set by HUD) and the household's contribution toward the rent, which is calculated at 30% of the household's adjusted gross monthly income (GMI). "Section 8" includes programs for new construction, existing housing, and substantial or moderate housing rehabilitation.

Seismic

Caused by or subject to earthquakes or earth vibrations.

Senior Housing

(See "Elderly Housing.")

Seniors

Persons age 62 and older.

Septic System

A sewage-treatment system that includes a settling tank through which liquid sewage flows and in which solid sewage settles and is decomposed by bacteria in the absence of oxygen. Septic systems are often used for individual-home waste disposal where an urban sewer system is not available.

Setback

The distance between the property line and any structure.

Shall

That which is obligatory or necessary.

Shoppers Goods

Another name for comparison goods.

Shopping Center

A group of commercial establishments, planned, developed, owned, or managed as a unit, with off-street parking provided on the site.

Should

Signifies a directive to be honored if at all possible.

Sign

Any representation (written or pictorial) used to identify, announce, or otherwise direct attention to a business, profession, commodity, service, or entertainment, and placed on, suspended from, or in any way attached to, any structure, vehicle, or feature of the natural or manmade landscape.

Signal Preemption

A system used by emergency public transit vehicles and trains to change signal phasing from red to green assigning immediate right-of-way for a specific purpose.

Significant Effect

A beneficial or detrimental impact on the environment. May include, but is not limited to, significant changes in an area's air, water, and land resources.

Siltation

(1) The accumulating deposition of eroded material. (2) The gradual filling in of streams and other bodies of water with sand, silt, and clay.

Single-family Dwelling, Attached

A dwelling unit occupied or intended for occupancy by only one household that is structurally connected with other such dwelling units. (See "Family.")

Single-family Dwelling, Detached

A dwelling unit occupied or intended for occupancy by only one household that is structurally independent from any other such dwelling unit or structure intended for residential or other use. (See "Family.")

Site

A parcel of land used or intended for one use or a group of uses and having frontage on a public or an approved private street. A lot.

Slope

Land gradient described as the vertical rise divided by the horizontal run, and expressed in percent.

Slopes, Steep

Land whose gradient is greater than 20 percent.

Soil

The unconsolidated material on the immediate surface of the earth created by natural forces that serves as natural medium for growing land plants.

Solar Access

The provision of direct sunlight to an area specified for solar energy collection when the sun's azimuth is within 45 degrees of true south.

Solar System, Active

A system using a mechanical device, such as a pump or a fan, and energy in addition to solar energy to transport a conductive medium (air or water) between a solar collector and the interior of a building for the purpose of heating or cooling.

Solar System, Passive

A system that uses direct heat transfer from thermal mass instead of mechanical power to distribute collected heat. Passive systems rely on building design and materials to collect and store heat and to create natural ventilation for cooling.

Solid Waste

General category that includes organic wastes, paper products, metals, glass, plastics, cloth, brick, rock, soil, leather, rubber, yard wastes, and wood. Organic wastes and paper products comprise about 75 percent of typical urban solid waste.

Specific Plan

A specific plan is a legal tool for detailed design and implementation of a defined portion of the area covered by a General Plan. A specific plan may include all detailed regulations, conditions, programs, and/or proposed legislation which may be necessary or convenient for the systematic implementation of any General Plan element(s).

Speed, Average

The sum of the speeds of the cars observed divided by the number of cars observed.

Speed, Critical

The speed which is not exceeded by 85 percent of the cars observed.

Sphere of Influence

The probable ultimate physical boundaries and service area of a local agency (city or district) as determined by the Local Agency Formation Commission (LAFCo) of the County.

Standard

(1) A rule or measure establishing a level of quality or quantity that must be complied with or satisfied. The State Government Code (§65302) requires that general plans spell out the objectives, principles, "standards," and proposals of the general plan. Examples of standards might include the number of acres of park land per 1,000 population that the community will attempt to acquire and improve, or the "intersection Level of Service" (LOS) that the plan hopes to attain. (2) Requirements in a zoning ordinance that govern building and development as distinguished from use restrictions—for example, site-design regulations such as lot area, height limit, frontage, landscaping, and floor area ratio.

Storm Runoff

Surplus surface water generated by rainfall that does not seep into the earth but flows overland to flowing or stagnant bodies of water.

Street Furniture

Those features associated with a street that are intended to enhance that street's physical character and use by pedestrians, such as benches, trash receptacles, kiosks, lights, newspaper racks.

Street Tree Plan

A comprehensive plan for all city street trees which sets goals for solar access, and standards for species selection, maintenance, and replacement criteria, and for planting trees in patterns that will define neighborhood character while avoiding monotony or maintenance problems.

Streets, Local

See "Streets, Minor."

Streets, Major

The transportation network which includes a hierarchy of freeways, arterials, and collectors to service through traffic.

Streets, Minor

Local streets not shown on the Circulation Plan, Map, or Diagram, whose primary intended purpose is to provide access to fronting properties.

Streets, Through

Streets which extend continuously between other major streets in the community.

Structure

Anything constructed or erected which requires location on the ground (excluding swimming pools, fences, and walls used as fences).

Subregional

Pertaining to a portion of a region. *E.g.*, Susanville's sub-regional telephone network extends south to Doyle, west to Paynes Creek, and north to Eagle Lake.

Substandard Housing

Residential dwellings which, because of their physical condition, do not provide safe and sanitary housing.

Substantial

Considerable in importance, value, degree, or amount.

Susanville Planning Area

The Susanville Planning Area is the land area addressed by the General Plan. Its boundary coincides with the Sphere of Influence which encompasses land both within the City Limits and potentially annexable land.

Topography

Configuration of a surface, including its relief and the position of natural and man-made features.

Tourism

The business of providing services for persons traveling for pleasure, tourism contributes to the vitality of the community by providing revenue to local business. Tourism can be measured through changes in the transient occupancy tax, or restaurant sales.

Traffic Model

A mathematical statement of traffic movement within a city based on observed relationships between the kind and intensity of development in specific areas. A traffic model operates on the theory that trips are produced by persons living in residential areas and are attracted by various non-residential land uses. (See "Trip.")

Transit

The conveyance of persons or goods from one place to another by means of a local, public transportation system.

Transit-dependent

Refers to persons unable to operate automobiles or other motorized vehicles, or those who do not own motorized vehicles. Transit-dependent citizens must rely on transit, para-transit, or owners of private vehicles for transportation. Transit-dependent citizens include the young, the handicapped, the elderly, the poor, and those with prior violations in motor vehicle laws.

Transition Zone

Controlled airspace extending upward from 700 or more feet above the ground wherein procedures for aircraft approach have been designated. The transition zone lies closer to an airport than the outer approach zone and outside of the inner approach zone. (See "Approach Zone" and "Outer Approach Zone.")

Transportation Demand Management (TDM)

A strategy for reducing demand on the road system, by reducing the number of vehicles using the roadways. More precisely, it is a reduction in the number of persons who drive alone on the roadway during commute period coupled with a corresponding increase in carpools, vanpools, buses and trains,

walking and biking. TDM can be an element of TSM (see below).

Transportation Systems Management (TSM)

A comprehensive strategy developed to address the problems caused by additional development, increasing trips, and a shortfall in transportation capacity. Transportation Systems Management focuses on more efficiently utilizing existing highway and transit systems rather than expanding them. TSM measures are characterized by their low cost and quick implementation time frame.

Trees, Heritage

Trees planted by a group of citizens or by the City in commemoration of an event or in memory of a person figuring significantly in the history of the City.

Trees, Landmark

Trees whose size, visual impact, or association with a historically significant structure or event have led the City to designate them as landmarks.

Trees, Street

Trees strategically planted--usually in parkway strips, medians, or along streets--to enhance the visual quality of a street.

Trip

A one-way journey that proceeds from an origin to a destination via a single mode of transportation; the smallest unit of movement considered in transportation studies. Each trip has one "production end," (or origin—often from home, but not always), and one "attraction end," (destination). (See "Traffic Model.")

Trip Generation

The dynamics that account for people making trips in automobiles or by means of public transportation. Trip generation is the basis for estimating the level of use for a transportation system and the impact of additional development or transportation facilities on an existing, local transportation system. Trip generations of households are correlated with destinations that attract household members for specific purposes.

Truck Route

A path of circulation required for all vehicles exceeding set weight or axle limits, a truck route follows major arterials through commercial or industrial areas and avoids sensitive areas.

Undevelopable

Specific areas where topographic, geologic, and/or surficial soil conditions indicate a significant danger to future occupants and a liability to the City are designated as "undevelopable" by the City.

Undue

Not proper, or more than necessary.

Uniform Building Code (UBC)

A national, standard building code which sets forth minimum standards for construction.

Uniform Housing Code (UHC)

State housing regulations governing the condition of habitable structures with regard to health and safety standards and which provides for the conservation and rehabilitation of housing in accordance with the Uniform Building Code (UBC).

Urban Design

The attempt to give form, in terms of both beauty and function, to selected urban areas or to whole cities. Urban design is concerned with the location, mass, and design of various urban components and combines elements of urban planning, architecture, and landscape architecture.

Urban Open Space

The absence of buildings or development, usually in well-defined volumes, within an urban environment.

Urban Sprawl

Haphazard growth or outward extension of a city resulting from uncontrolled or poorly managed development.

Use

The purpose for which a lot or structure is or may be leased, occupied, maintained, arranged, designed, intended, constructed, erected, moved, altered, and/or enlarged as per the City's zoning

ordinance and General Plan land use designation.

Use, Non-conforming

(See "Non-conforming Use.")

Use Permit

The discretionary and conditional review of an activity or function or operation on a site or in a building or facility.

Utility Corridors

Rights-of-way or easements for utility lines on either publicly or privately owned property. (See "Right-of-way" or "Easement.")

Vacant

Lands or buildings which are not actively used for any purpose.

Very Low-income Household

Very low income households are those earning less than 50% of the County median income by household size, as determined by a survey of incomes conducted by the City or by Lassen County, or in the absence of such a survey, based on the latest available findings for the County as provided by the U.S. Department of Housing and Urban Development (HUD). (See "Low-income Household.")

View Corridor

The line of sight—identified as to height, width, and distance—of an observer looking toward an object of significance to the community (e.g., ridgeline, river, historic building, etc.); the route that directs the viewers attention.

Viewshed

The area within view from a defined observation point.

Volume-to-Capacity Ratio

A measure of the operating capacity of a roadway or intersection, in terms of the number of vehicles passing through, divided by the number of vehicles that theoretically could pass through when the roadway or intersection is operating at its designed capacity. Abbreviated as " V/C ." At a V/C ratio of 1.0, the roadway or intersection is operating at capacity. If the ratio is less than 1.0, the traffic facility has additional capacity. Ratios greater than 1.0 are possible. (See "Level of Service.")

Warehousing Use

A use engaged in storage, wholesale, and distribution of manufactured products, supplies, and equipment, excluding bulk storage of materials which are inflammable or explosive or which present hazards or conditions commonly recognized as offensive.

Wastewater Irrigation

The process by which wastewater that has undergone primary treatment is used to irrigate land.

Watercourse

Natural or once natural flowing (perennially or intermittently) water including rivers, streams, and creeks. Includes natural waterways that have been channelized, but does not include manmade channels, ditches, and underground drainage and sewage systems.

Watershed

The total area above a given point on a watercourse that contributes water to its flow; the entire region drained by a waterway or watercourse which drains into a lake, or reservoir.

Waterway

See "Watercourse."

Wildlife Refuge

An area maintained in a natural state for the preservation of both animal and plant life.

Williamson Act

Known formally as the *California Land Conservation Act of 1965*, it was designed as an incentive to retain prime agricultural land and open space in agricultural use, thereby slowing its conversion to urban and suburban development. The program entails a ten-year contract between the city and an owner of land whereby the land is taxed on the basis of its agricultural use rather than the market value. The land becomes subject to certain enforceable restrictions, and certain conditions need to be met prior to approval of an agreement.

Workplace Use

The combination of a variety of businesses, from office to research and development to light industry to warehousing, located in structures built with open floor plans, so as to leave most interior improvements to the tenants to design to their needs. (See also "Industrial Park.")

Zero Lot Line

A detached single family unit distinguished by the location of one exterior wall on a side property line.

Zone, Combining

A special purpose zone which is superimposed over the regular zoning map. Combining zones are used for a variety of purposes, such as airport compatibility, flood plain or wetlands protection, historic designation, or special parking regulations. Also called "overlay zone."

Zone, Interim

A zoning designation that temporarily reduces or freezes allowable development in an area until a permanent classification can be fixed; generally assigned during General Plan preparation to provide a basis for permanent zoning.

Zone, Study

See "Zone, Interim."

Zoning

The division of a city by legislative regulations into areas, or zones, which specify allowable uses for real property and size restrictions for buildings within these areas; a program that implements policies of the General Plan.

Zoning District

A designated section of the City for which prescribed land use requirements and building and development standards are uniform.

Zoning Bonus

See "Zoning, Incentive."

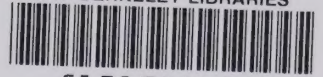
Zoning, Incentive

The awarding of bonus credits to a development in the form of allowing more intensive use of land if public benefits—such as preservation of greater than the minimum required open space, provision for low- and moderate-income housing, or plans for public plazas and courts at ground level—are included in a project.

Zone, Traffic

In a mathematical traffic model the area to be studied is divided into zones, with each zone treated as producing and attracting trips. The production of trips by a zone is based on the number of trips to or from work or shopping, or other trips produced per dwelling unit. □

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